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ABSTRACT

The 1992 edition of the fact sheets provides information on new and revised Canadian government programs and policies about the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women program that were adopted at the United Nations World Conference on Women in Kenya in 1985. This edition continues to address the ongoing issues of concern to women such as violence against women, AIDS, women and the law, the special needs of aboriginal women, and visible minority women. The subject areas of the fact sheets include: (1) institutional and political structures; (2) legal issues; (3) work and family responsibilities; (4) employment; (5) economic policies and planning; (6) human environments; (7) health; (8) education, statistics, and research; (9) gender discrimination; (10) women with special needs; (11) peace; and (12) international and regional cooperation. Each of the fact sheets has the name of the issue, along with relevant paragraphs from the Nairobi Forward-looking Strategies that relate to the subject. The second section of each fact sheet shows a summary of the strategies identified. The third section provides current information on the issues addressed by the Canadian government in partnership with the provinces and territories. Some fact sheets contain a fourth section about Canada's initiatives to address and encourage worldwide implementation of the Strategies and a fifth section of references to further information. (CK)

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FACT SHEETS - 1992 UPDATE

NAIROBI FORWARD-LOOKING STRATEGIES

FOR THE ADVANCEMENT OF WOMEN:

ISSUES

AND

THE CANADIAN SITUATION

January 1992

Ce document est également disponible en français

Contents of these Fact Sheets may be freely reproduced.

MESSAGE FROM THE HONOURABLE MARY COLLINS
MINISTER RESPONSIBLE FOR THE STATUS OF WOMEN

The Nairobi Forward-looking Strategies for the Advancement of Women (FLS), were adopted by consensus at the United Nations World Conference on Women in Kenya, in 1985. They constitute a blueprint for achieving women's equality within UN member states by the year 2000.

In 1990, the United Nations Commission on the Status of Women completed the first review and appraisal of the FLS. The resolution, adopted by the Commission as a result of the review and appraisal, acknowledges that international action is required to increase the slow progress in the implementation of the FLS. This resolution is included as an annex to this publication. The next review will take place at the 1995 World Conference on Women.

As Minister Responsible for the Status of Women, I am committed to the goals of social justice and economic equality for women. And I am encouraged by the initiatives of governments at all levels - federal, provincial and territorial - in promoting and achieving equality for the women of Canada.

It is my pleasure to introduce the 1992 edition of the Fact Sheets, which provides information on new and revised Canadian government programs and policies relative to the implementation of the FLS. We have produced the Fact Sheets as a source of information to assist individuals and organizations in identifying areas where there is need for additional change in order to further advance women's equality.

These Fact Sheets detail Canada's continuing efforts to implement the FLS and indicate our ongoing commitment to eliminate the barriers that may limit the choices and opportunities available to Canadian women.

Mary Collins

Mary Collins

INTRODUCTION

The Nairobi Forward-looking Strategies for the Advancement of Women were adopted by consensus at the World Conference of the United Nations Decade for Women, held in Nairobi, Kenya in July 1985. They highlight many issues of international concern to women and also act as a guide for governments, non-governmental organizations and individuals to promote the advancement of women, both here in Canada and around the world.

Since 1986, Status of Women Canada has regularly produced a set of Fact Sheets for Canadian readers which highlights the Forward-looking Strategies and reviews government progress in implementing the Strategies. This edition of the Fact Sheets continues to address the ongoing issues of concern to women such as Violence Against Women, AIDS, Women and the Law and the special needs of Aboriginal Women and Visible Minority Women.

The format of the 1992 edition of the FLS Fact Sheets is the same as previous versions. Each Fact Sheet has the name of the issue, along with the relevant paragraphs in the Nairobi Forward-looking Strategies which relate to the subject.

This year, however, in an effort to reduce the size of the document, we have eliminated many initiatives that occurred prior to 1989, as well as those dealing with internal departmental programs. You may wish to refer to previous editions of the Fact Sheets if you require background information on government initiatives.

The second section of each fact sheet, entitled **What the FLS paragraphs say**, provides a point form summary of the Forward-looking Strategies listed at the top of the page.

The third section, entitled **Canadian situation**, provides current information on the issues addressed by the Government of Canada, in partnership with the provinces and territories, including legislative and other initiatives relevant to the identified FLS issues.

In some cases, a fourth section has been added, entitled **International Action by Canada**, detailing Canada's initiatives to address and encourage implementation of the Forward-looking Strategies around the world.

A final section, entitled **References**, has been included for many issues. It lists documents which are referred to under the **Canadian situation** and gives an indication of where the cited statistics and further information can be obtained.

For further details on any of the issues in these Fact Sheets you may wish to contact the relevant federal department. In addition, the Canadian Advisory Council on the Status of Women conducts research and prints a number of publications addressing issues of concern to women and the Forward-looking Strategies.

Additional copies of the Fact Sheets or further information may be obtained by writing to:

Status of Women Canada
360 Albert Street, Suite 700
Ottawa, Ontario
K1A 1C3

We hope you find the 1992 update to the Fact Sheets interesting and informative. Your comments are always appreciated!

January, 1992

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INSTITUTIONAL AND POLITICAL STRUCTURES

Equality Rights - Constitutional **FLS paras., 51,52,61,62**

Fundamental to the equality of women and men are constitutional and legal guarantees of that equality. These should provide both the guarantee of equal treatment under the law and the provision for equal opportunities to enjoy these rights and to develop personal skills and talents so as to participate fully in life.

What the FLS paragraphs say:

- governments should ensure a legal basis for the equal rights, opportunities and responsibilities of women; and
- governments should institutionalize procedures for monitoring and redressing systematic discrimination against women.

Canadian situation:

Section 15 of the Canadian Charter of Rights and Freedoms constitutionally guarantees equality in the law without discrimination on the basis of a number of grounds including sex. Pursuant to section 24 of the Charter, anyone whose Charter rights have been violated may apply to the court for an appropriate and just remedy.

The Supreme Court of Canada has interpreted section 15 to preclude systemic or adverse effect discrimination as well as direct discrimination. It has also held that the list of enumerated grounds in section 15 is not exhaustive, and that analogous grounds involving other disadvantaged groups are covered.

All jurisdictions in Canada have enacted human rights legislation which prohibits discrimination on the basis of a number of grounds, including sex in employment and in the provision of goods, services, facilities and accommodation. Many of these codes also expressly prohibit discrimination on the basis of pregnancy or child birth, marital or family status, and harrassment. Human rights legislation applies to the private as well as to the public sector in each jurisdiction, and provides for a less formal mode of obtaining redress than pursuant to the Charter.

A number of federal, provincial and territorial laws, programs, and policies have the goal of eliminating the barriers to equal employment opportunities for women including inequities in salary. Pay equity legislation presently covers employees under federal, provincial and territorial jurisdiction.

Through the Women's Program of the Secretary of State, the Government of Canada provides support to women's groups at both national and regional levels to address problems related to women's equality rights.

See also: **Equality Rights - Redress for Discrimination**

National Machinery for Women **FLS paras.,57,114,125-131,271**

In order to ensure that women's needs and concerns are integrated into all programs and policies of governments at every level, it is important to have government "machinery", or mechanisms, which will address the impact that policies and programs have on women and will promote the advancement of women.

What the FLS paragraphs say:

- governmental machinery for monitoring and improving the status of women should be established at a high level in government and it should be ensured adequate resources; commitment and authority to advise on the impact which all government policies have on women; disseminate information to women regarding their rights and entitlements; and cooperate with other government agencies and non-governmental organizations;
- national and sectoral plans and policies should be developed to promote the participation of women at all levels and in all areas;
- there should be institutional mechanisms to address the needs of especially vulnerable groups of women; and
- governmental support should be given to women's organizations.

Canadian situation:

Since 1971 Canada has had a federal Minister Responsible for the Status of Women to act as an advisor and advocate within Cabinet and to ensure that women's concerns are an integral part of these discussions. The Minister provides leadership on women's issues, participates in strategic planning activities and provides other federal Ministers with an assessment of the impact of policy and program proposals on women.

The provincial and territorial governments have each named a Minister Responsible for the Status of Women, and all thirteen ministers meet regularly to discuss issues of common concern. As well, they have established a specific internal mechanism to coordinate and advise on policy matters and on programs such as employment equity, equal pay, human rights, and other programs with a sectoral focus. All governments have also established separate advisory councils to provide independent research and advice and to bring matters of concern to women before the public and their respective governments.

Status of Women Canada, established in 1976, is the central agency which coordinates the federal government's efforts to promote the advancement of women. The agency provides advice and recommendations to the Minister Responsible for the Status of Women on all matters within federal jurisdiction which affect the lives of Canadian women. Its activities include policy analysis and development, intergovernmental and non-governmental relations, and public information. Status of Women Canada chairs

an interdepartmental committee on integration mechanisms, involving representatives of key federal departments, who seek to share and coordinate information about government policies and developments that are related to women. There is also a steering group involving the Department of External Affairs, Status of Women Canada and the Canadian International Development Agency (CIDA), which coordinates Canada's international activities on status of women issues.

Several other departments have special programs that are concerned with a particular aspect of the status of women. These include the Women's Bureau (Labour Canada), the Women's Program (Secretary of State), Health and Welfare Canada's Office of the Senior Advisor on the Status of Women, the Women in Development Directorate of the Canadian International Development Agency (CIDA) and the Women's Programs (Public Service Commission). In addition, a Departmental Co-ordinator for Women's Equality has been established within the Department of External Affairs to serve as a focal point for the government's international activity related to the improvement of the status of women globally.

The link between domestic and international activity is a by-product of this co-ordinated effort. One good example of a cross-cutting issue is violence against women. The elimination of violence against women was addressed in 1990, and in June 1991, by the federal, provincial and territorial Ministers Responsible for the Status of Women and this issue has been pursued with non-governmental organizations and in a variety of international fora.

International action by Canada:

Canada participates actively in the women's organizations of a number of international bodies. Canada is currently a member of the United Nations Commission on the Status of Women (CSW) and has recently completed a three-year term as chair of the Working Party on the Role of Women in the Economy in the Organization for Economic Co-operation and Development (OECD). Canada consistently seeks to ensure the integration of women in all the work of the OECD, particularly within the newly renamed Employment, Labour and Social Affairs Committee. A high-level group of experts on Women and Structural Change in the 1990's was created in 1990 and submitted a report to the OECD Council in December 1991. Priority issues include the implementation of the New Framework for Labour Market Policies, Eastern Europe Economies, Education and Training, Labour Force Participation of Lone Parents, and Women's Activity and Health.

Canada has member status with the Inter-American Commission of Women (CIM) of the Organization of American States. Canada actively participates in the meetings of the Commonwealth Ministers Responsible for Women's Affairs (WAMM) and was host to the third WAMM, held in Ottawa, October 8-12, 1990. The agenda focused on the theme of economic equality for women and produced a declaration on structural adjustment and its impact on women.

Other items were women and the environment; population issues; and violence against women. In addition, an analytical report was tabled on the progress made in implementing the Commonwealth Plan of Action on Women and Development, which integrates women's interest in Commonwealth work. Commonwealth Heads of Government endorsed the Declaration on Structural Adjustment at their October 1991 meeting in Zimbabwe.

Following the WAMM in October 1990, CIDA, in cooperation with the Commonwealth Secretariat, hosted a technical level workshop for Heads of National Women's Machineries. This workshop, attended by 47 participants from developing countries, provided a forum to discuss key issues and constraints encountered by their machineries. As a follow-up to this workshop, CIDA's Women in Development Directorate coordinated the publication of a resource book entitled, Towards a National Plan of Action for Women: Report from the Workshop for Heads of Commonwealth National Machineries.

References:

Status of Women Canada, Working for Equality, Ottawa, 1988.

Towards a National Plan of Action for Women: Report from the Workshop for Heads of Commonwealth National Machineries, CIDA, Women in Development Directorate, Ottawa, 1991.

See also: **United Nations Organizations for Women**
Women and Third World Development Assistance

Political and Public Service Participation of Women **FLS paras., 86-92**

To ensure that women's concerns and perspectives are taken into account in all decision-making, it is essential that women participate equally at all levels of government: in political parties, in trade unions and at high levels of the public service.

What the FLS paragraphs say:

- intensified efforts should be made by governments and other organizations:
  - to ensure equality of participation by women at all levels of government;
  - to encourage women to exercise their political rights;
  - to provide equal access to the ranks of political parties and other organizations; and
  - to ensure that women's groups are involved in the policy development process.

Canadian situation:

All Canadian women aged 18 and over have the right to vote and to be eligible for election on the same basis as men. There are no legal barriers to prevent women from being appointed to public office or from exercising a public function. Women make up approximately 13.2% of the elected members of federal, provincial and territorial legislatures, and approximately 14.5% of their executive bodies (Cabinet). In 1989, for the first time, a woman was elected as leader of one of Canada's three major political parties.

WOMEN IN PROVINCIAL, TERRITORIAL AND FEDERAL LEGISLATURES (Dec. 1991)

Province/ Territory Federal	Number of Seats	Women	Percent	Cabinet[1]	Number of Women	Percent
Alberta	83	13	15.6	27	3	11.1
B.C.	75	19	25.3	19	7	36.8
P.E.I.	52	7	13.4	11	2	18.2
Manitoba	57	11	19.3	18	2	11.1
N.B.[2]	58	10	17.2	18	4	22.2
Nfld.	52	2	3.8	14	1	7.1
N.S.[6]	52	3	5.8	17[3]	1	5.9
Ontario	130	28	21.5	26	10	38.4
Québec	125	23	18.4	24[4]	6	25.0
Sask.[6]	66	12	18.2	11[7]	4	36.4
Yukon	16	4	25.0	16	4	25.0
N.W.T	24	2	8.3	8	1	12.5
Federal/ House of Commons	295	40	13.5	39	6	15.3
Senate[5]	103	15	14.5			

Notes pertaining to above chart:
1 'Cabinet' also includes premiers.
2 In New Brunswick, the leaders of two of the three major political parties are women.
3 The Deputy Speaker for Nova Scotia is a woman.
4 The Deputy Premier for Quebec is a woman.
5 There are three vacant seats in the appointed Senate.
6 Saskatchewan and Nova Scotia each have a women as a leader of a major political party.
7 The Deputy Premier for Saskatchewan is a woman.

In 1984, the government set a target to double, from 15 to 30 per cent, the percentage of women appointed to federal boards, agencies and commissions. Women now account for 31.1 per cent of these appointments.

Over the period 1984-1991, the number of women in the federally appointed judiciary increased from 37 to 99. During this same period, a number of women have been appointed to higher judicial office, including the first woman appointed to the Federal Court of Appeal, and the second and third women appointed to the Supreme Court of Canada. Due to the retirement of one female justice, the Supreme Court now has two female and seven male judges. Greater numbers of women have also been appointed to several Courts of Appeal in the provinces.

Between September 1984 and August 1991, the number of women appointed to positions as ambassadors, high commissioners and consuls-general increased from two to 18, or 15.7% of the total of 115. The number of women Deputy Ministers is 5, out of 37, equalling 13.5 per cent.

Every Voice Counts, is a published guide for women on how to bring about change through social and political action. Prepared for the Canadian Advisory Council on the Status of Women, it gives tips on how to define issues and goals, organize a working group, enlist public support, analyze and work with the media, and take a message to appropriate authorities and the public.

Canadian Women for Political Representation (CWPR) and the Committee for '94 are two non-profit, multi-partisan groups whose goals are to encourage, improve and support women in achieving a minimum of 50% of all elected and appointed positions in government, including women's equal representation in the House of Commons, by 1994.

References:

Kome, Penny. Every Voice Counts, Ottawa, Canadian Advisory Council on the Status of Women, 1989.

See also: **Legal Reform - Appointment of and Training for Judges**

Women's Organizations - Government Support — **FLS paras., 92,113,126,128,129,185,210 223,265,276,317,328,329,332,355,372**

Women's organizations play a critical role in attaining real and lasting societal change. However, in order to mobilize and organize effectively, women must be assured of access to resources such as financial support, education and training, skill development, social support networks, etc. Women must be able to exercise their rights as citizens and as members of other societal organizations and be supported in their involvement.

What the FLS paragraphs say:

- governments should stimulate the formulation and growth of women's organizations and give financial and organizational support to their activities where appropriate;
- financial, technical, advisory and institutional support should be provided to women's organizations and groups especially in the areas of agriculture, housing, energy, peace and research; and
- the implementation of the Nairobi Forward-looking Strategies at the national and international levels should reflect consultation with non-governmental organizations.

Canadian situation:

The Women's Program of the Secretary of State is the major source of funding for women's groups in the country. Its mandate consists of assisting women's and other voluntary organizations in working to improve the economic, social and legal situation of women, whether in the home, the workplace or the community. The objectives of the Program are to increase public understanding in order to encourage action on women's equality issues; to promote the organizational development of women's groups in order to increase their effectiveness in working towards equality for women; and to promote action by institutions to incorporate women's equality issues into their decision-making structures, policies and programs. Its 1991-92 budget was $10.9 million.

The Women's Program provides financial assistance to women's groups to carry out activities which address the Program's objectives and fall within the following funding areas: economic equality, social justice, and access and participation. Within the social justice funding area, family violence is a major priority for the Program. Funding is provided for pilot projects, research activities and enhanced information services aimed at prevention of violence against women and institutional change.

The Ministry of the Solicitor General provides the Canadian Association of Elizabeth Fry Societies (CAEFS), with core funding to assist women in conflict with the law. Health and Welfare Canada's various grants and contribution programs help support the activities, research and projects of many women's organizations. Agriculture Canada, through the Farm Women's Advancement Program, provides project funding to farm women's organizations to advance the status of farm women.

LEGAL ISSUES

Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) **FLS paras., 60,72,134**

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is one of four basic United Nations human rights treaties. It is the minimum universal standard guaranteeing the right of women to equal status with men. It was adopted by the United Nations General Assembly in 1979. As of January 1992, 110 countries had ratified the Convention.

The document outlines basic rights and fundamental freedoms that should be enjoyed equally by women and men including: equal rights in education and employment, political and public life, marriage and family law, economic and social benefits, and equality before the law.

Countries are required to report on their progress in implementing the Convention one year after ratification and every four years thereafter.

The Committee on the Elimination of Discrimination Against Women was established to consider progress made by States Parties in implementing CEDAW. The Committee reports annually to the U.N. General Assembly through the Economic and Social Council. Canada participates regularly at meetings of countries which have ratified CEDAW (States Parties). These meetings take place every two years.

The International Women's Rights Action Watch (IWRAW) is a non-governmental organization dedicated to publicizing the Convention and monitoring its implementation. IWRAW grew out of a series of workshops on the Convention which took place at the NGO Forum during the 1985 Nairobi World Conference on Women. IWRAW holds an annual conference each year in either New York or Vienna to coincide with meetings of the Committee on the Elimination of Discrimination Against Women.

What the FLS paragraphs say:

- all countries should sign and ratify this instrument; and
- all countries should establish appropriate bodies to review legislation and to ensure that this instrument is complied with.

Canadian situation:

Canada signed the Convention at the July 1980 Mid-decade Conference for Women in Copenhagen and ratified it on 10 December, 1981. The treaty entered into force for Canada on 10 January 1982. In February 1990, Canada's second report on the implementation of the U.N. Convention was formally reviewed by the CEDAW Committee. Canada's third CEDAW report was submitted in 1992.

References:

Continuing Federal/Provincial/Territorial Committee of Officials Responsible for Human Rights, Convention on the Elimination of All Forms of Discrimination Against Women, Reference Document.

Convention on the Elimination of All Forms of Discrimination Against Women: Reports of Canada, Ottawa, Department of the Secretary of State, 1983 and 1988.

Reports of the Secretary-General to the U.N. General Assembly on the Status of the Convention on the Elimination of All Forms of Discrimination Against Women.

Divorce and Custody **FLS para., 74**

In many countries, the legal right to a divorce, and the grounds on which divorce can be obtained, are different for men and women. The custody of children is also often automatically attributed to the father, or to the 'innocent' party who did not initiate divorce proceedings.

What the FLS paragraphs say:

- both partners in a marriage should have an equal right to divorce; and
- the custody of children should not be decided on the basis of sex but should recognize the importance of input from both parents.

Canadian situation:

The federal government has sole jurisdiction over divorce. The Divorce Act, 1985 does not discriminate on the basis of sex regarding either the right to divorce or the custody of children. However, conduct of the spouses can be a factor in custody matters, if the conduct reflects on the person's ability to act as a parent.

The custody of children is determined in accordance with the best interests of the child. In addition, the Divorce Act requires that, when making a custody or access order, the court apply the principle that a child of a marriage should have as much contact with each parent as is consistent with the best interests of the child. The court also considers the willingness of the parent seeking custody to facilitate contact. In some cases, courts will grant joint custody of a child to both parents.

The federal government has taken steps, in co-operation with the provinces, to improve the enforcement of orders and agreements for support, custody and access. The Department of Justice, in response to a review of the Divorce Act, is considering several technical amendments to the Act and the Family Orders and Agreement Enforcement Assistance Act (FOAEA). Proposed amendments would improve the effectiveness of support payment systems and would allow police officers direct access to the FOAEA data bank to trace missing family members, or to locate parents who have abducted a child.

In June 1991, the Minister of Justice embarked on a long-term family law reform initiative, designed to make the consequences of divorce fairer and more equitable. This initiative deals with issues such as child support, spousal support, custody and access, and the establishment of a national family law data base. The first stage has emphasized the development and consideration of child support guidelines, in conjunction with the provinces.

Equality Rights - Information for Women **FLS para., 63**

While the law may provide for legal equality for women, these provisions may not be effective unless women are aware of them. Women need to have information on their legal rights if they are to exercise them; they must be aware of the inadequacies of the law; and must advocate for the necessary changes to the law.

What the FLS paragraphs say:

- both government and private research institutions should study laws in relation to the role, status, and material circumstances of women; and
- educational programs should be established to promote general knowledge and awareness of the law.

Canadian situation:

Public legal information for women, and about women's rights, is provided by federal departments such as the Department of Justice and Secretary of State, by provincial ministries, by public legal information and education organizations in the provinces and territories, by other non-government organizations and agencies ie: National Association of Women and the Law (NAWL), Women's Legal Education and Action Fund (LEAF), and by individual authors.

See also: **Law Reform Commissions**

Equality Rights - Redress for Discrimination **FLS para., 61**

Legal prohibitions of discriminatory practices have not proven adequate in eradicating discrimination or providing redress to individual women. Indirect discrimination (systemic or adverse effect) also blocks the equal treatment of women. Examples include unjustified height and weight requirements for certain occupations.

What the FLS paragraphs say:

- legislative and administrative mechanisms should be set up to ensure that individual women and women as a group may, without obstruction or cost to themselves, obtain redress for both discriminatory actions and systemic discrimination.

Canadian situation:

In 1985, section 15 of the Canadian Charter of Rights and Freedoms came into force. This section guarantees women and other disadvantaged groups the right to equal treatment before and under the law. All Canadian jurisdictions have undertaken reviews of their legislation, in order to ensure compliance with section 15 of the Charter. There is now a considerable jurisprudence relating to section 15 of the Charter, including a number of cases involving claims of sexual discrimination.

In addition, federal and provincial human rights Acts also prohibit discrimination on the basis of sex. People who have been victims of discrimination can file a complaint with the federal, provincial or territorial human rights agencies. The agencies investigate the complaint and have the power to appoint a conciliator or a tribunal. If a tribunal determines that discrimination occurred it can compensate a victim for injuries to an individual's self respect, can provide a monetary award for lost wages and can order the victim to be reinstated.

The federal government has also funded a Court Challenges Program. This program provides financial assistance to selected individuals and groups who litigate equality rights cases relating to federal legislation, practices or policies under section 15 of the Charter. The program is designed to provide access to the courts for women and other minority groups.

In 1985, the Women's Legal Education and Action Fund (LEAF) was incorporated. A non-governmental organization, one of LEAF's primary objectives is to achieve equality for women by means of litigation using the guarantees of the Charter. LEAF initiates pro-active work but also reacts to court challenges to ensure that existing equality rights are not diminished. LEAF is funded by private donations and by the federal government and some provincial governments.

See also: **Legal Reform - Research**

Equality Rights - Women's Legal Capacity **FLS paras., 65,68**

The legal systems of many countries, whether derived from British common law, French civil law, Islamic law, or native customary law, often restricts the legal capacity of women, particularly married women. Women are frequently considered legal "minors" or "incapables". Restrictions can include the ability to contract, to marry, to divorce, to initiate legal action, etc. These restrictions are often excused or justified on the basis that women need "protection".

What the FLS paragraphs say:

- governments should identify discriminatory practices in ivil law and customary or common law, especially those civil codes that deal with family law, women as minors and the legal rights of married women.

Canadian situation:

The Canadian Charter of Rights and Freedoms guarantees equal rights to women and men, and all federal and provincial laws are subject to these guarantees. In addition, federal and provincial human rights codes also prohibit discrimination on the basis of sex.

Federal, provincial and territorial jurisdictions utilize a common law system, except for the province of Quebec, which is governed by a civil law system. The Supreme Court of Canada has recently emphasized the importance of ensuring that common law develops in accordance with the equality values of the Charter. Since 1985, federal and provincial governments have been reviewing and amending legislation in order to correct any discriminatory provisions which would violate the Charter. As well, the province of Quebec has recently completed a major revision of its civil code, and has remedied discriminatory provisions.

Family Law - Common Law Relationships **FLS para., 74**

In many countries, "common law" or de facto marriages are not recognized. The unmarried woman is not entitled to support, inheritance or property rights. "Illegitimate" children are also frequently denied support and inheritance rights, and are stigmatized by society. At the same time, many countries have restrictive divorce laws, and de facto marriages become an important social reality.

What the FLS paragraphs say:

- official recognition and status should be given to de facto (common law) families; and
- discrimination against unmarried mothers and children born out-of-wedlock should be eliminated.

Canadian situation:

Responsibility for family law in Canada is shared by the federal and provincial governments. The federal government has jurisdiction over divorce, while the provincial governments have responsibility for matters concerning separation and the division of property. There is some legal recognition of common law marriages, and limited legal entitlements are granted to common law spouses. Some factors that are considered when reviewing the status of a common law marriage include the length of the relationship and the presence of children. Most provinces have eliminated any legal distinctions between legitimate and illegitimate children. Common law relationships can give rise to support obligations and may result in entitlement to certain social benefits. However, in recognition of the differences between legal and common law marriages, full rights and privileges have not been accorded to common law relationships.

For a number of purposes relating to taxation, common law couples are treated the same as married couples, but for other tax-related purposes marital status is relevant. The tax legislation has been carefully analyzed to ensure that any distinctions are justified. In many instances, those in a common law relationship are able to take advantage of additional tax credits and deductions, thereby eliminating any tax-related disadvantage to living in a common law relationship.

Family Law - Inheritance Rights **FLS para., 182**

Under certain legal systems (e.g. Islamic or civil law derived from the Napoleonic Code) a man's estate is entirely or largely transmitted to his children, parents or siblings, in preference to his wife. Conversely, a woman's estate may be automatically transmitted, in part or in entirety, to her husband.

What the FLS paragraphs say:

- there should be a modification of inheritance laws to ensure that women can inherit a fair share of property and assets.

Canadian situation:

Inheritance laws fall under provincial jurisdiction in Canada. By law, a wife or husband is entitled to a proportion of their spouse's estate, and may apply to a court to set aside a will which fails to provide their legal entitlement. Where a spouse leaves a will, there are no legal impediments to making provisions for a spouse by marriage, a common law spouse, or for any legitimate or illegitimate children. In most provinces, a common law spouse can apply for dependent's relief against an estate on the same basis as a married spouse.

In cases where the deceased did not leave a will, provincial laws provide that a spouse will receive a substantial portion of the estate. Proportions vary depending on whether the deceased was survived by children, parents or siblings.

References:

Sloss, Elizabeth (ed). Family Law in Canada: New Directions, Ottawa, Canadian Advisory Council on the Status of Women, December 1986.

Family Law - Property Rights **FLS paras., 62,74,211**

Some of the legal restrictions on the rights of women have also prevented women from freely acquiring and disposing of property. This is particularly important in agrarian-based economies.

What the FLS paragraphs say:

- all women should have the right to acquire and own property as an expression of their legal equality; and
- women should have legal rights in access to land, other means of production, their income and the benefits of agricultural training and research.

Canadian situation:

There are no sex-based impediments to women's acquisition of land or other property in Canada. However, all provinces and territories have enacted marital property statutes to ensure an equal sharing of family assets upon marriage breakdown. Some of these laws place restrictions on the disposition of family assets without the other spouse's consent.

Funding has been provided by the Secretary of State's Women's Program to a women's organization, Women for the Survival of Agriculture, to produce an expanded and updated version of a handbook explaining the benefits of a formalized farm partnership agreement. The handbook is entitled, Cover Your Assets: A Guide to Farm Partnerships.

References:

Sloss, Elizabeth (ed). Family Law in Canada: New Directions, Ottawa, Canadian Advisory Council on the Status of Women, December 1986.

See also: **Equality Rights - Women's Legal Capacity**
Rural/Farm Women

Law Reform Commissions **FLS para., 66**

Many countries have not established any formal or on-going law reform bodies which might identify priorities and areas requiring reform to improve the status of women.

What the FLS paragraphs say:

- law reform committees should be established with equal representation of men and women from government and non-governmental organizations; and
- these committees should review laws, direct new activities, and determine priorities.

Canadian situation:

Law reform commissions exist at both the provincial and federal levels of government in Canada. Commissioners are appointed from the academic community, the judiciary, and private practice; however, there is no formal representation from non-governmental organizations.

Canadian law reform commissions review existing laws, pinpoint inequities and research new areas of the law. Their research reports often form the basis for legislative change.

In matters of law reform, the federal and provincial governments consider the proposals of law reform commissions and also conduct internal reviews. In addition, they consult Bar Associations and other non-governmental interest groups including professional and non-professional women's groups.

At present, a large majority of senior positions in law reform commissions and government departments responsible for law reform are held by men, but this preponderance is steadily diminishing as the percentage of women at the Bar increases and as efforts are made to recruit and promote women to these positions.

See also: **Legal Reform - Research**

Legal Reform - Appointment of and Training for Judges **FLS para., 75**

International and domestic provisions affecting the rights of women should be interpreted according to the spirit in which they were drafted.

What the FLS paragraphs say:

- judiciary, legal and para-legal personnel should receive training in international and domestic provisions which concern the rights of women; and
- special attention should be paid to the recruitment and training of women for such positions.

Canadian situation:

Continuing education of the judiciary and other court personnel is conducted by the court administration and by various judicial organizations, with funding provided directly or indirectly by governments.

There are numerous judicial educational organizations in Canada. At the federal level, the Canadian Institute for the Administration of Justice and the National Judicial Institute are two centres that provide educational materials and training for federally appointed judges. On the provincial level, the Canadian Association of Provincial Court Judges also provides training for provincial and territorial court judges.

The Canadian Judicial Council, which has responsibility for continuing education and the investigation of complaints against judges, includes gender-related issues in its seminars. In addition, gender sensitization programmes are provided to all newly-appointed judges. The Canadian Judicial Institute, which designs and co-ordinates continuing judicial education for both federally and provincially appointed judges, has co-operated with the Canadian Judicial Council and other judicial organizations in the preparation of gender equality programmes. The Western Judicial Education Centre, which provides continuing education to provincially appointed judges in the west of Canada, has produced a number of highly successful programmes on gender issues which have received international recognition.

The federal government has responsibility for the appointment of judges to the provincial and territorial superior courts, to the county courts in Nova Scotia, and to all federally-constituted courts, including the Supreme Court of Canada. The provincial and territorial governments are responsible for all other appointments. At present, two of Canada's nine Supreme Court judges are women. As of December 1991, there were 758 federally-appointed judges and 145 supernumerary judges, for a total of 903. Of these, 99 were women.

Legal Reform - Research **FLS paras., 63,65**

Many discriminatory laws or practices remain to be identified. However, as a disadvantaged group, women generally do not have the resources to conduct the necessary research.

What the FLS paragraphs say:

- research should be undertaken to determine where a law may be "discriminatory or protective" of women's rights; and
- researchers should also investigate the problems associated with the relationship between the law and the role, status and material circumstances of women.

Canadian situation:

Many federal and provincial government departments conduct research on legal issues of concern to women. These studies are often released to the public. The Women's Program of Secretary of State provides funding to non-governmental organizations, such as the National Association of Women and the Law and the National Action Committee on the Status of Women, to study legal issues concerning women. Funding is also available, upon application, from the Human Rights Law Fund at the Department of Justice to conduct research into human rights issues at the federal level and for educational projects which inform Canadians on human rights issues.

The Department of Justice continues to undertake research specifically aimed at justice system issues facing women. A comprehensive evaluation of the 1983 sexual assault legislation has been made public in the form of several reports. Research into criminal justice processing of spouse abuse cases is taking place in a number of sites across Canada. These studies include the roles of police, social service agencies, lawyers and the judiciary in dealing with such cases. Of particular importance in these studies is the question of possible systemic discrimination against women. The Department is evaluating a community-based program for the treatment of men who batter their spouses, and is evaluating the Winnipeg Family Violence Court with a view to assessing, in part, this new means of offering better treatment for women by the justice system. As in all its research projects, the Department of Justice involves as much as possible the organizations and community groups with a direct interest in the subject of the research.

Women's organizations and other community groups are encouraged by the Department of Justice to submit research funding proposals that fall within the mandate of the Department. Some government-funded bodies conducting research on legal areas of concern to women include the Canadian Advisory Council on the Status of Women, provincial advisory councils on the status of women, the Economic Council of Canada, the Law Reform Commission of Canada and provincial law reform commissions.

Leaflines, a quarterly newsletter issued by the Women's Legal Education and Action Fund (LEAF), outlines charter litigation, LEAF cases and equality theory. Canadian Charter Equality Rights for Women: One Step Forward or Two Steps Back?, is a comprehensive assessment of the approaches taken over a three-year period by governments, courts and lawyers to Charter equality rights.

See also: Equality Rights - Constitutional

WORK AND FAMILY RESPONSIBILITIES

Child Care **FLS paras., 140,228,230**

The demand for child care has increased dramatically over the past decade with escalating participation rates of women in the labour force. Not only do parents need sufficient child care spaces, they are also looking for quality care, available at a reasonable cost.

What the FLS paragraphs say:

- employers should offer child care services to workers;
- governments should offer incentives to employers to provide these services;
- increased public expenditures are suggested to provide for child care services; and
- governments and NGOs should mobilize the mass media and other means of communication to ensure public consensus on the need for men and society as a whole to share with women the responsibilities of rearing children.

Canadian situation:

Under the Canadian Constitution, the provinces have the jurisdictional responsibility for the delivery of child care services. The territories have similar powers under federal statute. Because they are responsible for the design and administration of their own systems, there are differences across Canada in the availability of licensed child care, the size of the user fee, the provision of subsidies, and the quality of service available, reflecting different needs, perceptions and priorities.

The federal government provides tax assistance for parents through the Refundable Child Tax Credit and the Child Care Expense Deduction.

The Child Care Initiatives Fund, which commenced April 1, 1988, for a seven year period at a total cost of $100 million provides funding for creative, innovative projects in the child care field. As of August 1991, a total of 347 projects totalling $52.4M have been funded. Of these, 228 ($42.9M) were community based and 42 ($9.5M) were national in scope. The Fund financed 79 Native projects, on and off reserve, totalling $12.9M. A major project funded is the National Child Care Survey, one of the largest studies undertaken by any country to date, which is designed to provide accurate and detailed national and provincial population estimates of child care needs, use patterns, preferences and costs along with detailed information about parental work patterns. The report is expected in the near future.

The federal government will continue to share the cost of child care services eligible for support under the Canada Assistance Plan. Under CAP, the federal government cost-shares with the provincial and territorial governments on a 50/50 basis, the cost of eligible child care in a non-profit facility, for families in need or likely to be in need. Based on 1990 figures, total federal expenditures on child care approximate $1B annually; this includes cost-sharing through CAP and tax credits and deductions.

In its response to the Report of the Special Committee on Child Care, the government stated that it would "consider the establishment of a significant number of new child care centres in appropriate federal buildings...". In June 1991, the government as employer announced a policy on Workplace Day Care Centres for federal employees, whereby ten new centres are expected to open during the next three to five years. A second policy on Information and Referral Services for Child Care was approved and announced simultaneously.

Canadian unions have also recognized that child care is a legitimate work-related issue and they are incorporating child care initiatives in their bargaining demands. Some unions have been successful in including child care provisions in their collective agreements.

In 1990, the Women's Bureau of Labour Canada released a major research project entitled, Work-Related Child Care in Canada, which provides information on private and public sector employers, on unionized and non-unionized settings, and on various industries across Canada.

References:

Mayfield, Dr. Margie I. Work-Related Child Care in Canada, Ottawa, Women's Bureau, Labour Canada, Cat. #L016-1698/90.

Report of the Task Force on Child Care, Ottawa, Status of Women Canada, 1986.

Sharing the Responsibility: Federal Response to the Report of the Special Committee on Child Care, Ottawa, Health and Welfare Canada, 1987.

Status of Day Care in Canada 1986: A Review of the major findings of the National Day Care Study, Ottawa, Health and Welfare Canada, 1986.

See also: **Parental Leave and Benefits**

Family Responsibilities **FLS paras., 80,173,228**

The education system must reinforce the concept that men and women have equal and shared responsibilities for the care and nurturing of family members, including dependant children and disabled, sick, elderly or infirm relatives as well as equal responsibilities in the maintenance of the household. To do otherwise is to perpetuate stereotypical roles for women and men and to exacerbate the difficulties working women face regarding the 'double workload'.

What the FLS paragraphs say:

- education should promote greater flexibility in the assignment of roles between women and men;
- there should be an introduction of programs, at all levels of the educational system, enabling men to assume equal responsibility with women in the domestic setting; and
- the mass media should also be mobilized to ensure public consensus on this matter.

Canadian situation:

The successful integration of work and family responsibilities is a key element of Canada's governments' goal towards attaining economic equality for women. The Government of Canada is committed to identifying new initiatives it can undertake in its role as legislator, employer and facilitator of social change. At the 1989 First Ministers' Conference, Ministers of all governments directed Ministers Responsible for the Status of Women to develop strategies which address the changing relationship between work and family life. As a result, the document Integration of Work and Family Responsibilities was produced, outlining the work of all jurisdictions in this area. At a September 1991 meeting of Federal/Provincial-Territorial Senior Status of Women officials is was agreed to update this document. The issue of Work and Family Responsibilities will be discussed by Ministers Responsible for the Status of Women in June 1992, with a view to considering further action.

In the Spring of 1991, the Conference Board of Canada, with federal government support, released the results of two studies identifying difficulties that employees encounter as they attempt to balance their work and family roles and the responsibilities of employers in that respect.

The development of school curricula is a provincial responsibility. In recent years there has been a move towards having both boys and girls attend courses in home economics and in industrial training at the elementary level.

See also: **Health Education and Plan of Action**
Parental Leave and Benefits

Female Lone Parents **FLS paras., 74,212,294,295**

Female lone parents are faced with special economic and social problems. Their numbers are on the increase. Many work for low wages in the formal and informal labour force. They often face difficulties in taking training courses or in furthering their education because of their family responsibilities. Since the traditional assumption that men are "the head of the household" is still held in many places, female lone parents are often hindered in their access to credit and resources. They may also be invisible in statistics, and may not have their needs recognized in the development of policies.

What the FLS paragraphs say:

- changes should be introduced to ensure female lone parents equal access to resources;
- the use of the term "head of household" should be eliminated;
- special attention should be paid to the needs of female lone parents in the provision of social services, education, training programs and employment; and
- female lone parents should receive assistance in the discharge of their domestic responsibilities in order to enable their economic independence and effective participation in society.

Canadian situation:

In 1989, the average income of lone-parent families headed by women was $27,326, while for lone-parent families headed by men the average income was $43,712.

The "equivalent-to-married" tax credit is a tax measure that is especially beneficial to female lone parents. These women may be able to claim one of their children as "equivalent-to-married" and so receive a non-refundable tax credit ($890 for 1991) for that child. For those with taxable incomes of $28,784 or less, the amount of tax assistance offered by this credit is equivalent to a tax deduction of $5,233 (1991).

Lone parents can claim a tax deduction for child care expenses that have been incurred to earn income from employment or self-employment, to take an occupational training course for which a training allowance under the National Training Act was received, or to carry on research for which a grant was received. (This deduction is also available to the lower-income spouse in two-parent families.)

The Canadian Jobs Strategy provides training allowances through the Social Assistance Recipients (SAR) Initiatives for all participants, both full and part-time. As well, dependent care allowances are provided to those individuals who are obliged to pay for the care of young children or disabled dependents. These allowances are especially beneficial for female lone parents.

All provincial governments have agreed to extend the SAR Initiative; and travel allowances have been added to the program.

At the provincial level, female lone parents can apply for social assistance and services which are cost-shared by the federal government under the Canada Assistance Plan.

International action by Canada:

In December 1987, Canada participated in the Organization for Economic Cooperation and Development's Conference on Lone Parents: The Economic Challenge of Changing Family Structures. Member countries examined this growing international phenomenon of lone-parent families -- usually female lone parents and their children -- with a view to clarifying the problems which have emerged and their policy implications. A volume based on the papers presented at the conference was published in 1990 within the OECD Social Policy Studies, entitled Lone-Parent Families: The Economic Challenge.

References:

OECD Social Policy Studies No. 8, Lone-Parent Families: The Economic Challenge, OECD, 1990.

Statistics Canada, Income Distributions by Size in Canada, 1989, Ottawa, Cat. no. 13-207, Table 16.

See also: **Child Care**

Maternity Benefits **FLS paras., 71,140**

Women's full participation in the labour market is hindered by their child bearing role and responsibility for child care and the care of other dependants. As well, women may be penalized, either with the loss of benefits, seniority or job, when they leave the labour force for maternity leave.

What the FLS paragraphs say:

- governments should prohibit the imposition of sanctions, dismissal on the grounds of pregnancy or maternity leave, and discrimination on the basis of marital status;
- measures should be introduced which facilitate the return to the labour market of women who have left for family reasons;
- there should be strengthened maternity protection schemes; and
- women should be guaranteed the right to return to work after maternity leave.

Canadian situation:

The 1990 amendments to the Unemployment Insurance Act provide for the retention of the current 15 weeks of maternity benefits for birthing mothers during the period surrounding childbirth; the provision of 10 weeks of parental benefits to either parent, or shared between them, in respect of a new-born or adopted child; an additional five weeks of parental benefits for the care of special needs children; and permitted a claimant to receive a combined maximum of 30 weeks (double the previous limit) of maternity, parental and sickness benefits.

The Canada Labour Code provides for the job security of employees under federal jurisdiction. Provisions ensure the accumulation of seniority, as well as health, disability and pension benefits during the entire leave period consisting of a maximum of 17 weeks maternity leave for women plus 24 weeks of parental leave available to either parent. Provisions also require that employees be notified of promotional and training opportunities which arise during their absence. During maternity and child care leave, employees are presently required to continue payment of normal benefit premiums in order to maintain participation in benefit programs.

Provisions of the Canada Labour Code are explained more fully in the fact sheet on Parental Leave.

See also: **Family Responsibilities**
Parental Leave and Benefits

Parental Leave and Benefits **FLS paras., 71,140**

Both women and men who are natural or adoptive parents should be entitled to parental leave following the birth/adoption of a child. If such a policy were in place and if there were no financial burdens associated with such a leave, more fathers (and mothers) might be encouraged to spend the initial months of a child's life with the child. Both parents should be guaranteed their job on return from parental leave.

What the FLS paragraphs say:

- there should be legislative measures to guarantee that women cannot be dismissed from work on the basis of maternity leave and should be guaranteed their job on return from maternity leave; and
- parental leave following the birth of a child should be available to both parents and preferably shared between them.

Canadian situation:

In 1990, 62.6% of Canadian women with pre-school aged children were in the labour force and 76.6% of mothers whose youngest child was between 6 and 15 years of age were in the labour force.

For workers under federal government jurisdiction, the Canada Labour Code contains the following provisions related to maternity and parental leave: in addition to a maximum of 17 weeks maternity leave which is available to pregnant employees, parental leave for a maximum of 24 weeks duration is available to natural or adoptive parents - either mother or father; during the entire leave period, seniority, health, disability and pension benefits accumulate; employees are entitled to be reinstated in their former position after leave expires; and if an employer has a valid reason why an employee cannot be reinstated in the same position, the employee must receive a comparable position with the same wages, benefits and in the same location.

In the case of federal public service employees, the terms and conditions of employment directives or collective agreements provide the same treatment except that the maximum period for parental and post-childbirth maternity leave is 26 weeks. The provinces and territories exercise a similar responsibility in this area under provincial/territorial labour codes governing employees under provincial jurisdiction. These provisions differ according to province or territory.

References:

Labour Canada, Women's Bureau, Leave for Employees with Family Responsibilities, Ottawa, Minister of Labour, 1988.

See also: **Maternity Benefits**
Family Responsibilities

EMPLOYMENT

Credit - Women's Access **FLS paras., 115,128,182,197,214**

Women's involvement in the economy as farm operators, entrepreneurs, small business owners, homeowners and consumers is, to some degree, dependent on their access to credit. Sex or marital status may jeopardize a woman's application for anything from small and personal loans to much larger mortgage and business loans.

To promote women's activity in the economy, measures need to be taken to remove legal, cultural and attitudinal barriers. As well, measures are needed to promote women's access to credit.

What the FLS paragraphs say:

- governments should help individual women as well as women in organizations, trade unions, and co-operatives to achieve self-reliance;
  - by removing barriers to credit systems; and
  - by introducing positive measures to increase women's capacity to use these systems; and
- governments should also address the specific needs of rural women, women in industry and trade and women in transportation.

Canadian situation:

The Canadian Human Rights Act prohibits discrimination based on sex, marital status or family status in regard to access to credit from federally-regulated credit lending agencies. Most major banks have explicit non-discrimination policies for lending and several of the provinces have adopted equal credit opportunity guidelines.

In recent years, strong efforts have been made by the Federal Business Development Bank (FBDB) to better meet the needs of women entrepreneurs. In 1989 an Advisory Committee on Female Entrepreneurs Program was established and a report released which made recommendations on various FBDB programs in terms of female client needs. Action taken based on these recommendations has included: a new publication entitled Financing a Small Business - A Guide for Women Entrepreneurs and the development of a training workshop to assist women in financing and business expansion.

Despite the existence of equal credit guidelines, there is some evidence to suggest that, when compared with men, women business owners with loans or lines of credit have been required to put up more collateral and to pay higher rates of interest. However, with the current high representation of women among new entrepreneurs and small business owners, there is increasing recognition in the public and private sectors of their potential contribution to the economy as well as the barriers they face, such as access to credit.

Industry, Science and Technology Canada funded the Women's Inventors Project to develop and implement a training seminar for banking and government officials, as well as other professionals, who work with women entrepreneurs in search of financing.

Regionally, organizations such as the Atlantic Canada Opportunities Agency are interacting directly with financial institutions on behalf of specific clients, to foster a better understanding of the needs of entrepreneurial women and to provide resources and support in relation to these needs.

See also: **Small Business/Self-Employed Women**

Employment Equity **FLS paras., 67,69-71,84,133,137, 138,142,143,145,190,193,194**

Legislation is required to ensure the achievement and maintenance of a fair and representative work force and to remedy demonstrated inequality in the work place resulting from systemic discrimination. Such legislation could guarantee equal opportunity and equal access; elimination of past discriminatory practices; equal treatment at all work stages of hiring, promotion, training and during lay-off situations; and equal pay for work of equal value.

What the FLS paragraphs say:

- special measures should be introduced to redress the long history of discrimination against women in the labour market and to promote true equality between women and men;
- new employment opportunities for women in non-traditional and high-growth areas should be provided;
- resources should be allocated to ensure the integration of women;
- the occupational mobility of women to higher paying levels in the labour force should be encouraged;
- employment equity legislation for women should be introduced in the informal and formal sectors, for women who are self-employed and for those working in family enterprises; and
- these measures should ensure the equal right and access to work, equal pay for work of equal value, equal opportunities for employment, training, and promotion, equal right to employment benefits, and appropriate measures for working conditions, health and safety, maternity and child care provisions.

Canadian situation:

The federal Employment Equity Act, proclaimed in 1986, is currently the subject of a Parliamentary Review. The Act, administered by Employment and Immigration Canada (EIC) requires federally regulated companies who employ 100 or more employees to implement employment equity and report annually on progress made in the hiring and promotion of the four designated groups (women, aboriginal peoples, persons with disabilities and visible minorities).

The Federal Contractors Program, also administered by EIC, requires contractors with the federal government with 100 or more employees, who receive contracts worth $200,000 or more, to implement an employment equity program.

The Public Service Commission of Canada strives to achieve a federal Public Service representative of the Canadian population by ensuring that access to federal Public Service employment is equitably administered. The 1990 Annual Report of the Public Service Commission indicated that the representation of women in the Public Service increased from 43.6% in 1989 to 44.4% in 1990. The representation of women in officer categories was 33.1% in

1990, an increase of 2.4% from 1989. Although women continue to be under-represented in certain groups they have made significant progress over the past ten years. For example, in 1990, there were 730 (15.3%) women in the Executive Group (an increase of 79 since 1989) and an increase of 678 since 1980. In the Scientific and Professional Category there were 6,210 in 1990, an increase of 1,710 since 1980. The Technical Category had 4,111 women in 1990, an increase of 1,435 since 1980.

The Task Force on Barriers to Women in the Public Service, released its report Beneath the Veneer, on April 23, 1990. The Report suggests the focus must now be on balanced representation. A new strategy, adopted in 1991 for the federal Public Service, provides for a new target-setting method based on recruitment, promotion and retention rather than simple numerical representation, thereby putting more onus on managers to improve their employment practices and to change the corporate culture.

The PSC's program, OPTION: The Non-Traditional Occupations Program for Women offers resource incentives to departments for the on-the-job training, work experience and career development opportunities and is aimed at increasing the number of women at all levels in non-traditional occupations in the federal Public Service. Other special programs administered by the PSC to achieve equitable representation include the ACCESS Program for persons with disabilities, the National Indigenous Development Program, Northern Careers Program and the Visible Minority Employment Program. Approximately one half (57%) of these program resources are targeted at women.

The Canadian Charter of Rights and Freedoms permits affirmative action to be used to better the conditions of disadvantaged groups. Almost all the provincial public services have developed, or are developing, employment equity policies and programs.

International action by Canada:

Canada is an active member of the International Labour Organization (ILO) which concerns itself with conditions, conventions, principles and standards of employment around the world. The Director General of the Women's Bureau, Labour Canada, chaired the ILO's Tripartite Symposium on Equality of Opportunity and Treatment Between Men and Women in Employment in Industrial Countries (November 19-23, 1990). The most direct follow-up of the meeting was the Resolution Concerning ILO Action for Women Workers which was adopted at the International Labour Conference in June, 1990.

In addition, Canada has been chosen as one of the countries in which the ILO will undertake case studies on affirmative action policies at the country, sector and enterprise level, as well as an analysis of concepts, effects and trends in their development and implementation. The President of the Canadian Labour Congress has been named the Canadian Worker Representative on the ILO Governing Body and Chairperson of the Governing Body's Worker Group.

References:

Employment Equity Act: Annual Report to Parliament, December 1991, Employment and Immigration, Ottawa,

ILO plan of action on equality of opportunity and treatment of men and women in employment, Vienna, 1988. (GB, 238/CD/4/3).

See also: **Equal Pay for Work of Equal Value**

Employment Policies and Planning **FLS paras., 132,142-145**

As their participation rates continue to increase, women constitute the bulk of the newcomers in the labour market. Women usually have higher unemployment rates and often have more precarious employment situations than men. With the concentration of women in a narrow range of industries and occupations, women are especially vulnerable to job displacement by automation or other labour market adjustments.

What the FLS paragraphs say:

- measures to promote the advancement of women in all types of employment should be consistent with full employment policies;
- the effects of unemployment on women should be dealt with in unemployment programs and women should be integrated into the planning and implementation of such programs; and
- women should be able to benefit equally from job creation programs.

Canadian situation:

The proportion of women in the labour force continues to rise. In 1989, 58% of women were in the labour force, up from 52% in 1981. By contrast, men's labour force participation rate declined from 78% in 1981 to 77% in 1983 and remained at that level through 1989. As a result, women made up 44% of the total labour force in 1989, compared with 41% in 1981. Among women aged 25-54 the participation has been particularly pronounced. From 1981 to 1989, the percentage of 25-44 year-old women in the labour force rose from 65% to 77%, while the figure for those aged 45-54 went from 56% to 68%. In 1989, the unemployment rate for women at 7.9% continues to be higher compared with that for men at 7.3%. However, women tend to be unemployed for shorter periods than men. In 1989 women were unemployed for an average of 16.6 weeks compared with 19.0 for men.

While women continue to dominate the clerical field, (in 1989 over 80% of workers were women) their representation in managerial and administrative positions increased significantly to 38%, up from 29% in 1982. Women's participation in occupations in the social science and health professions more than doubled to 33%, as compared to 18% in 1982.

Canada continues to promote the economic equality of women. The consultations process of the Prosperity Initiative, announced in the May 1991 Speech from the Throne, is now under way. Through this national process women, individually and collectively, have an opportunity to express their views on issues relating to Canada's continued prosperity. Women are represented on the Steering Group responsible for the prosperity consultations, and at all levels within the Prosperity Secretariat.

International action by Canada:

International issues concerning women and employment are discussed by the Organization for Economic Co-operation and Development's (OECD), Employment, Labour and Social Affairs Committee. Canada plays an active role on this committee and particularly on its working parties most relevant to this issue: the Working Party on Social Policy; the Working Party on Employment and the Working Party on the Role of Women in the Economy. The Working Party on the Role of Women in the Economy proposed the creation, in 1990, of a High Level Experts Group on Women and Structural Change in the 1990s to examine the interrelations between the process of structural adjustment and the integration of women into OECD economies. The report of the Experts Group, Shaping Structural Change - the Role of Women, was tabled in December 1991.

References:

Labour Canada, Women's Bureau, Women in the Labour Force, 1990-91, Minister of Supply and Services, 1991

See also: **United Nations Organizations for Women**

Equal Pay for Work of Equal Value **FLS paras., 69,72,137**

In virtually all countries, wage differentials exist between men and women, whether they work part-time or full-time. While there are many reasons for this wage differential, the devaluation of jobs performed by women can be traced in part to the systemic discrimination inherent in the traditional remunerative system based on labour market forces. However, an alternative remuneration system exists: equal pay for work of equal value (or pay equity). This system compares dissimilar jobs using common factors (e.g. awards points for skill, effort, responsibility, working conditions) to determine the comparable worth of those jobs and to help close the wage gap for women workers.

What the FLS paragraphs say:

- measures should be introduced which eliminate employment discrimination, particularly differences in wages between women and men who do work of equal value.

Canadian situation:

The scope of the Canadian legislation varies between jurisdictions. Between them, federal and provincial equal pay for work of equal value legislation covers about one third of the Canadian workforce.

Section 11 of the Canadian Human Rights Act, passed in 1977 and in force since 1978, requires that employers under federal jurisdiction pay male and female workers equal pay for work of equal value. This covers employees of the federal government, Crown corporations and private companies under federal jurisdiction such as banks and telephone companies. Approximately 300,000 women fall within these categories. Equal Wages Guidelines, approved in 1986, state that wage comparisons under Section 11 will be made on the basis of the predominant composition of the occupation or occupational group according to sex, and define how predominance will be determined.

In January 1990, the federal government announced a pay equity adjustment covering four of the nine female-dominated groups (including two groups that account for the largest number of female workers, ie: clerks and secretarial workers). This adjustment included $317 million for payments retroactive to March 1, 1985, averaging $4,800 per person, and annual equalization adjustments costing about $76 million, beginning in April 1990. In all, approximately 68,000 public service employees were affected. To date, complaints involving federal Public Service unions have resulted in retroactive pay increases of over $20 million for nurses, librarians, general service workers, home economists, dieticians and occupational therapists.

The Canada Labour Code empowers Labour Canada officials to conduct equal pay inspections of employer establishments and to refer apparent cases of discrimination to the Canadian Human Rights Commission for resolution. The Canadian Human Rights Commission has concentrated its efforts on the resolution of

formal complaints, while Labour Canada began a proactive program in 1986, to monitor, advise and educate federally-regulated establishments in order to ensure the implementation of pay equity. The Equal Pay Program of Labour Canada has also been instrumental in promoting pay equity initiatives among industry assocations whose members are under federal jurisdiction.

Every province and territory has legislation requiring equal pay for similar, or substantially similar, work. Several provinces also have pay equity legislation, mostly applicable to the public service and public institutions such as schools, hospitals and municipalities. Some provinces are moving towards proactive rather than complaint-based legislation. Ontario legislation is pro-active and applies to private as well as public sector employers. In some other provinces which do not have pay equity legislation, pay equity agreements have been negotiated with government, public sector employers and unions.

In December 1990, the Federal-Provincial/Territorial Status of Women officials released a Pay Equity Status Report.

International action by Canada:

In 1981, Canada ratified the U.N. Convention of the Elimination of All Forms of Discrimination Against Women, which commits member states to the principle of equal pay for work of equal value. Canada is also a party to other international instruments, such as Convention 100 (Equal Remuneration) of the International Labour Organization, requiring the implementation of equal pay for work of equal value.

References:

Statistics Canada, Earnings of Men and Women, Ottawa, 1988, Cat. No. 13-217.

Federal-Provincial/Territorial, Pay Equity Status Report, Status of Women Canada, December 1990.

Occupational Health and Safety **FLS paras., 70,139,162,204**

Because of women's role as child-bearers, in child rearing and their concentration in various sectors of employment, there are special occupation-related health risks and needs for women in the labour force.

What the FLS paragraphs say:

- both governments and the private sector should identify and correct harmful working conditions;
- legislation should be put into place to improve the formal and informal working conditions of women;
- specific focus should be placed on risks to reproductive capabilities, unborn children and pregnant and lactating women; and
- the health impacts of new technologies on women should also be identified.

Canadian situation:

Constitutional authority for provision of health services and for labour relations is shared with the provinces. All federal power in the territories exists by agreement of a transfer of power. Each jurisdiction in Canada has its own occupational health and safety laws, including the Canada Labour Code for workers under federal jurisdiction. The legislation provides workers with minimum standards of protection in the workplace and standards apply equally to men and women, with the exception of a few special protective measures which exist to allow greater protection for pregnant workers. The province of Quebec has legislated the right of pregnant or breastfeeding workers to protective reassignment.

As a major employer, the federal government has played a leadership role in establishing a comprehensive set of policies and standards covering a broad range of Occupational Safety and Health issues. These Treasury Board directives were developed in consultation with employee unions and are subjected to regular reviews aimed at addressing problem areas.

The Federal-Provincial Advisory Committee on Environmental and Occupational Health has prepared a document entitled, The Pregnant Worker - A Resource Document for Health Professionals.

Women, Paid/Unpaid Work and Stress: New Directions for Research, published by the Canadian Advisory Council on the Status of Women, focuses on how the various combinations of women's work interact to create stresses detrimental to women's health.

References:

Messing, Dr. Karen, Occupational Safety and Health Concerns of Canadian Women, Labour Canada, Women's Bureau, Minister of Supply and Services, 1991.

Labour Canada, Women's Bureau, Annotated Bibliography on Reproductive Health Hazards in the Workplace in Canada, Ottawa, Minister of Supply and Services, 1988.

Labour Canada, Women's Bureau, The Selective Protection of Canadian Working Women, Ottawa, Minister of Labour, 1989.

Lowe, Graham S. Women, Paid/Unpaid Work and Stress: New Directions for Research, Ottawa, Canadian Advisory Council on the Status of Women, 1989.

Part-time Work **FLS paras., 135,147**

The majority of part-time workers are women. Part-time workers are disadvantaged in terms of wages, pensions and other benefits, job security and upward mobility. There is a high degree of occupational segregation and a low rate of unionization among part-time workers.

What the FLS paragraphs say:

- measures should be introduced:
  - to avoid exploitation of part-time workers; and
  - to reduce the trend toward the feminization of part-time, temporary and seasonal work.

Canadian situation:

In 1990, 24.4% of all employed women had part-time jobs, compared with 8.1% of men. Although many women who work part-time do so by choice, this 22% represents more than 300,000 of the total number (approx. 1.4 million women) working part-time because they could not find full-time employment.

The federal Public Service Part-Time Employment (PTE) policy was revised and published in 1989; it emphasizes the positive potential of PTE in the achievement of operational and human resource objectives. Improvement was also made to the benefits package accorded to PTE employees as a result of the last round of negotiations with the Public Service Alliance of Canada. In response to recommendations addressed in Public Service 2000, The Renewal of the Public Service of Canada, the government of Canada announced in December 1991 that it will introduce amendments to the Public Service Superannuation Act to enable part-time federal employees to enrol in the government's pension plan.

References:

Labour Canada, A Survey of Part-time Employment in Federally Regulated Industries, Vol. 1 and 2, Ottawa, Labour Canada, 1985 and 1986.

Statistics Canada, Labour Force Annual Averages, 1988, April 1989, Cat. No. 71-529, Table 19.

Small Business/Self-Employed Women **FLS paras., 67,113,195-198**

Most women in the labour force are employed in small businesses. Women are also entering this sector in increased numbers as entrepreneurs. There remain, however, specific obstacles to women's involvement in business and trade, most notably, access to credit and capital.

What the FLS paragraphs say:

- measures should be introduced which recognize the importance of and provide support to self-employed women, women traders, women in small industries and women in family enterprises, including:
  - access to credit and finance;
  - promotion of grass-roots participation;
  - promotion of women's trade associations;
  - provision of training facilities; and
  - technological advice and guidance, career counselling, loan guarantees, and market development services.

Canadian situation:

The crucial role of the small business sector in relation to job creation is well identified in Canada's economic development strategy. According to a study commissioned by Industry, Science and Technology Canada (ISTC), 32% of 1.86 million (full and part-time) self-employed Canadians are women. While many are self-employed on a part-time basis, the study showed that the number of full-time, self-employed women has increased by 38% as compared to 16% for males. As well, on average, self-employed women are younger and better educated than their male counterparts.

New business formation and the growth of small enterprises are responsible for the vast majority of jobs created over the past decade. However, the 1991 study found that only 28% of self-employed females have paid help compared to 47% of males. Furthermore, these women paid themselves salaries considerably below those of their male counterparts.

Industry, Science and Technology Canada (ISTC) has a mandate to develop and implement national policies to foster entrepreneurship and the start-up, growth and expansion of small businesses. The National Policy on Entrepreneurship announced by ISTC in 1988 is intended to raise awareness and support for entrepreneurship in Canada. Women are identified as a major target group. The Entrepreneurship Awareness Program supports initiatives by non-profit organizations, including those which assist female entrepreneurs.

In addition, ISTC works through the Entrepreneurship Awareness Program and the National Entrepreneurship Development Institute to make the Canadian educational system more responsive to promoting entrepreneurial values, and to develop pilot programs and training materials for use by both the educational and voluntary sectors. Through this program, ISTC has funded

initiatives such as a video focusing on the special needs of women in business, as well as various regional and national conferences to encourage women to become entrepreneurs and to assist those in business to develop and increase their competitiveness.

ISTC is working with a number of organizations to develop a national awards program for women entrepreneurs and to expand an already successful pilot project on mentoring. In 1991, ISTC commissioned a report on Best Practices for the development of female entrepreneurs across Canada. ISTC also is creating a consortium to fund a major study on the growth profile and patterns of female entrepreneurs vis-a-vis their male counterparts.

The Federal Business Development Bank (FBDB) is a Crown corporation which promotes the establishment and development of business enterprises in Canada, especially small and medium-sized businesses, by providing loans and venture capital, and management counselling. The FBDB has responded to female client needs through a new publication entitled Financing a Small Business - A Guide for Women Entrepreneurs as well as the development of a training workshop to assist women in financing and business expansion. The FBDB's services are made available all across Canada through a broad network of branches and regional offices.

References:

Industry, Science and Technology Canada funded the study, The Growth of Self-Employed Women in Canada and Demographic Shifts, Mount Saint Vincent University, Halifax, February 1992.

Industry, Science and Technology Canada funded the report, Best Practices in the Development of Female Entrepreneurs, Mount Saint Vincent University, Halifax, February 1992.

See also: **Credit - Women's Access**

Technological Change **FLS paras., 191,192,200,202-205**

Structural changes in the economy have set a pattern of increased employment in the service sector (where women are concentrated) and declining employment in primary industries (where men are the majority of workers). The areas where women are concentrated are key targets for the introduction of technological change, especially in microelectronics. Technological advances have contributed to an increasing concentration of jobs that either demand high skill levels or are entry level with little opportunity for advancement. The occupational segregation of women increasingly raises the question, "How can women upgrade their skills and enhance their advancement opportunities in order to receive benefits from technological changes?"

What the FLS paragraphs say:

- governments should view women as both users and agents of change in technology, and promote the full participation of women in decision-making and implementation processes;
- the technological and managerial skills of women should be encouraged so that women are not restricted to service-level jobs;
- governments should assess the impact that technological change will have on women in order to ameliorate any possible adverse effects and ensure that women can benefit fully;
- there should be increased access to scientific and technological training and technological change should be used to increase women's access to jobs in new industries; and
- working conditions should be improved and appropriate technology should be designed and implemented with women in mind.

Canadian situation:

In 1988, 57.5% of all service sector workers were women. Two-thirds of women workers in Canada are concentrated in positions that are prime targets for the introduction of microelectronic technology.

Under the Canadian Jobs Strategy of Employment and Immigration Canada, training programs are provided to promote labour force adjustment to technological change. The two most pertinent programs are Skills Shortages and Skills Investment. Skills Shortages assists employers to meet their critical needs for qualified workers in designated occupational skills, particularly non-traditional occupations. Every effort is being made to increase the participation of women in these occupations. Skills Investment assists employed persons to retain their employment by upgrading current skills or by learning new skills in response to technological or market changes. Since December 1991, these two programs have been grouped together as Workplace-Based Training under the Labour Market Adjustment Program Components of the new Canadian Labour Force Development Strategy.

Trade Unions and Women **FLS paras., 72,90,91,135**

Organizing women in the workplace may be an effective strategy of improving pay, benefits and working conditions for women workers. It may also be an important means to achieving gains for working women in such areas as equality of opportunity, equal pay for work of equal value, child care, leave, and protection against technological change. One means of achieving these gains is in improving women's representation in the decision-making positions in trade unions.

What the FLS paragraphs say:

- governments should protect the right of women to organize; and
- trade unions should:
  - increase the number of women in their ranks;
  - promote awareness of women's political rights;
  - ensure equity in all jobs; and
  - avoid exploitation, especially of part-time workers.

Canadian situation:

According to Statistics Canada data for 1989, 29% of female paid workers, compared with 38% of their male counterparts, are union members.

Approximately 90% of Canadian workers are under the jurisdiction of the provinces and are subject to provincial labour legislation. The other 10% fall under federal jurisdiction and are protected by federal labour legislation including the Canada Labour Code.

In order to provide additional protection for the organizing process and fledgling union organizations, federal labour legislation provides workers seeking a first contract access to arbitration. For example, the Minister of Labour can refer a dispute concerning a first contract to the Canada Labour Relations Board which can settle the terms and conditions of the collective agreement.

British Columbia, Ontario, Quebec, Newfoundland and Manitoba also have legislation to assist the parties (workers and employers) in establishing a collective bargaining relationship, if they cannot reach a first agreement within a reasonable period of time.

References:

Statistics Canada, Corporations and Labour Unions Returns Act, Part II - Labour Unions. Unpublished information.

Statistics Canada, The Labour Force, Ottawa, December 1988, Cat. No. 71-001, Table 65.

Training Programs **FLS paras., 116,128,136-138,141,144, 170-172,190,198,199**

To date, women's participation in training programs has usually reflected their labour force participation; occupationally segregated and concentrated in low-paying, dead-end jobs. To ensure that women are able to participate fully in the labour market, they need to have access to marketable skills training, a greater range of occupational options from which to choose, and special measures to alleviate the high unemployment and rapid technological developments which affect women in particular. Thus, training programs need to target women and must deal with their special needs and concerns.

What the FLS paragraphs say:

° training programs for women should be put into place specifically:
- to aid women re-entering the labour force;
- to promote occupational desegregation;
- to help women in declining sectors;
- to recruit women in high-growth, non-traditional and traditional sectors; and
- to ensure that women benefit equally from job creation programs; and

these programs should:
- provide training materials;
- offer guidance and career counselling;
- allocate resources; and
- ensure that women in these programs are provided with stipends.

Canadian situation:

In 1985, the federal government introduced the Canadian Jobs Strategy (CJS) to provide skill development and meaningful employment to Canadians. Central to all CJS programs is the principle of employment equity. Women, aboriginal peoples, visible minorities and persons with disabilities are those groups targeted for special attention. To enable these designated group members to have access to and fair representation in the labour market, the CJS has set measurable targets for their participation. In addition, there are programs specific to the needs of youth and social assistance recipients and a range of services for older workers.

While undertaking training, either full-time or part-time, income support in the form of unemployment insurance benefits or allowances is available to participants. Supplementary allowances may also be available to help defray costs of transportation, child care, commuting or living-away-from-home. The CJS helps women enter occupations which are in demand and improves their representation across all occupations and at all levels within occupations. Particular efforts are made to assist women in training for non-traditional occupations. Women's participation in federally-sponsored training programs has increased from 37% under previous labour market programs to 43.1%

under the Canadian Jobs Strategy in 1988-89. Measures are being implemented to promote the training of women for a broad range of occupations.

Under the Job Entry program, the Re-Entry option is specifically targeted to women having difficulty making a successful transition into the labour market. Projects combine training and training related work experience and may offer language, numeracy and literacy training, where required.

The Labour Force Development Strategy (LFDS), announced in April 1989, mobilizes a national effort to increase the skills levels of Canadians. With LFDS, Employment and Immigration Canada (EIC) is entering into a new era of partnerships with all labour market partners. Co-operative planning and program co-ordination will be undertaken with private and public sectors. EIC will undertake to ensure improved community involvement and participation in the delivery of labour market programs. EIC is moving towards an increase in external contacts as well as formalizing the new private sector role in training.

To increase awareness of the job situation of women in trades and encourage women to consider these fields, the Women's Bureau of Labour Canada commissioned, Building the Future: Profiles of Canadian Women in Trades. This document looks at the experience of tradeswomen working in large and small companies, participating in co-operatives, running their own businesses or planning to do so in the future.

The Fitness and Amateur Sport Women's Program has expanded the Women in Sport and Fitness Leadership Program for female sport administrators. Special apprenticeships and cost-shared coaching positions were provided and, through the National Coaching School for Women, a short-term, residential course was offered aimed at providing accelerated coaching education for women coaches in the Canadian university and college system. Women and Coaching was one of the major themes of the 1990 National Conference on Coaching Strategies and a recommendation to undertake affirmative action measures in this area was approved by federal-provincial/territorial Ministers responsible for Sport. According to the third national survey of Women in Sport Leadership, released in 1990, women continue to occupy fewer than 15 per cent of Head Coach positions in Canadian sports and fewer than 30 per cent of senior executive positions.

Reference:

Braid, Kate. Building the Future: Profiles of Canadian Women in Trades, Ottawa, Women's Bureau, Labour Canada, 1989.

See also: **Employment Equity**

ECONOMIC POLICIES AND PLANNING

Economic Policies and Planning- Impact on Women **FLS paras., 108,109,112,113,118,197**

Laws, programs and policies have different impacts on people in different situations. Since women and men have different economic situations (largely as a result of the sexual division of labour, both in productive and reproductive activities) it is necessary to recognize the different impacts that economic policies may have on them. International development programs and the implementation of structural adjustment programs frequently do not take into consideration the role of women in development, and consequently, this neglect may retard the overall process of development. When domestic or international development policies are created, the differential impact of economic policies on men and women should be taken into account.

What the FLS paragraphs say:

- adjustment programs which do not adversely affect women are needed to address current economic problems and imbalances within world monetary and financial systems;
- governments should recognize the impact that economic adjustment policies may have on women, especially in trade and commerce;
- governments should promote the full participation and integration of women by ensuring adequate resources and the removal of barriers to their participation; and
- governments, international development agencies and non-governmental organizations must include in their development planning economic and social objectives that guarantee the effective participation of the entire population, especially women.

Canadian situation:

In 1989, Dimensions of Equality: An Update of the Federal Government Work Plan for Women was released. This document assessed the government's progress in addressing the issues set out in the 1986 workplan.

In June of 1989, the government announced the Canadian Aboriginal Economic Development Strategy (CAEDS). The main objective of CAEDS is to provide a co-ordinated federal approach to providing long-term employment and business opportunities to Canada's Aboriginal citizens. This strategy includes a call for new approaches to explore and promote "more effective ways to address the economic development of Aboriginal women". On March 8, 1991 the creation of the Aboriginal Women and Economic Development Steering Committee and Co-ordinator's Office was announced. A total of $840,000 is provided over four years for the initiative which is cost-shared between the departments of Status of Women Canada, Employment and Immigration, Indian and Northern Affairs, and Industry, Science and Technology. The Steering Committee was incorporated in November, 1991 as a non-profit incorporation entitled Economic Development for Canadian Aboriginal Women (EDCAW).

International action by Canada:

Within the Organization for Economic Co-operation and Development (OECD), Canada plays an active part on the Working Party on the Role of Women in the Economy (WP6). The Canadian government has provided financial support for comparative international background studies on child care and on combining family/ employment responsibilities for the OECD Experts Conference on the Economics of Lone Parents Families, held in December, 1987. Canadian experts were also active in 1988 and 1989 on the Evaluation Panel's Report, Equal Employment Opportunity Policies and Programmes. Structural adjustment was the focus of discussions within the WP6 for the last two years. A High-level Experts Group on Women and Structural Change in the 1990s was created in 1990. The report of the Experts Group, Shaping Structural Change - The Role of Women, was tabled in December 1991.

Structural adjustment and women was also discussed by Commonwealth Women's Affairs Ministers at their October 1990 meeting. Ministers recommended that Heads of Government consider the adoption of a draft declaration on this subject. The Ottawa Declaration on Women and Structural Adjustment was subsequently adopted by Heads of Government at their meeting in October 1991.

In June 1991, Canada participated in a Commonwealth Inter-regional Meeting on Women and Structural Adjustment. This meeting was in follow-up to Engendering Adjustment for the 1990s, the 1989 report of the Commonwealth Expert Group on Women and Structural Adjustment.

Canada is a member of the International Monetary Fund (IMF) and the World Bank, and works in both organizations to improve women's economic equality.

References:

Dimensions of Equality: A Federal Government Work-plan for Women, Ottawa, Status of Women Canada, 1989.

Engendering Adjustment for the 1990s, Report of a Commonwealth Expert Group on Women and Structural Adjustment, Commonwealth Secretariat, London, June 1989.

The Canadian Aboriginal Economic Development Strategy, Government of Canada, Ottawa, June 1989, Cat. No. C2-118/1989.

Towards a Labour Force Strategy: A Framework for Training for Women - An Assessment, Annual Conference of First Ministers, Ottawa, November 9-10, 1989. Document 800-27-007.

See also: **Women and Third World Development Assistance**
Employment Policies and Planning

Industry - Women's Involvement **FLS paras., 189-199**

In countries of both high and low levels of economic development and industrialization alike, women industrial workers are generally employed in a narrow range of low-income, low-skilled, low-productivity jobs. A high concentration of women workers is often found in the food-processing, textile, clothing and electronics industries. While industries such as food-processing are perhaps less vulnerable to international competition, these industries in general are labour intensive, sensitive to market fluctuations, have a low level of technological development, and often guarantee neither safe working conditions nor secure employment.

What the FLS paragraphs say:

- there should be increased participation of women at all levels of decision-making in industries;
- increased earning levels for women in industry and improved working conditions are needed;
- governments should work towards eliminating the labour market gender-bias and encourage women to become involved in non-traditional areas through the training and use of technology to enhance skills and promote diversification; and
- there should be a recognition of the impact that short-term economic adjustment policies have on women.

Canadian situation:

Gender, wages and perceived skill level of industrial work have become closely linked over time. By far the majority of women employed in the manufacturing sector are concentrated in low skill, low wage occupations. Many women working in these jobs experience unsafe or stressful working conditions and/or lack of job security. While developments in technology have certainly altered the nature of work in many manufacturing industries, the production activity often continues to be labour intensive.

While Canadian women held 28.5% of all jobs in the manufacturing industries in 1988, they were concentrated in clerical occupations and in the processing of food, leather, textiles and clothing. Average weekly earnings in these sectors were consistently lower than the overall average for manufacturing industries. For example, average weekly earnings in the clothing sector were $310.92 in 1988, much lower than the overall average of $544.76. Women held 75% of all jobs in the clothing sector. By contrast, the transportation equipment sector, which is at the upper end of the wage scale with average weekly earnings of $646.75, is dominated by men (81% of all jobs).

Two key adjustment mechanisms in Canada are the Industrial Adjustment Service (IAS) and the Canadian Jobs Strategy (CJS), both of which are administered by Employment and Immigration Canada (EIC). The IAS provides a forum in which labour and management work together to deal with changes resulting from new technologies, altered trade conditions and the reorganization of

firms. The CJS assists those Canadians most in need by focusing on the training and work experience each person needs to gain or maintain employment.

In July 1991, EIC announced its new Employment Program and Service Framework composed of four new programs: Information and Special Initiatives; Employability Improvement; Labour Market Adjustment; and Community Development. Under the Employability Improvement program, additional measures designed to support women's participation in CJS include: employment counselling, project-based training, wage reimbursement, income support, employment assistance and outreach. Now, the Canada Employment Centres and their community partners are responsible for establishing priority groups known to be most in need of help within the local labour markets.

On January 14, 1991, the Canadian Labour Force Development Board was established, laying the groundwork for a new partnership between the federal and provincial governments and the private sector, to ensure that the Canadian labour force of the 1990s will be capable of meeting the challenges of a competitive work world that is evolving as a result of technological and demographic changes.

International action by Canada:

Canada is a member of the United Nations Industrial Development Organization (UNIDO) which assists the establishment and operation of industries in developing countries. In recent years, the Canadian government has encouraged UNIDO's increased focus on the role which women play in industrial development.

References:

Statistics Canada, The Labour Force, Ottawa, December 1986 and December 1987, Cat. No. 71-001, Table 65 and unpublished data.

See also: **Trade and Women**
Education, Women's Access

Trade and Women **FLS paras., 189-199**

Women are affected by government economic policies in areas such as trade, both as workers in the specific industries related to trade and as small business owners. Government trade policies should recognize the positive contributions of women in these areas and seek to remove any negative impact of trade policies on women.

What the FLS paragraphs say:

- governments should promote the full participation and integration of women in trade through:
  - providing alternative sources of funding;
  - removing legislative and administrative impediments to women's access to credit; and
  - providing loan guarantees, technical advice, etc.;
- governments should provide training opportunities to women traders to increase their efficiency, security and income;
- governments should encourage the establishment and reinforcement of women's trade associations; and
- governments should recognize the potential impact of short-term economic adjustment policies on women in the area of trade.

Canadian situation:

The Canada-United States Free Trade Agreement (FTA) came into effect on January 1, 1989. The agreement was negotiated by the government with the objective of giving Canada the best opportunity of prospering in the competitive global economic environment of the twenty-first century. The FTA governs important areas of trade in services, including most commercial services, a sector in which Canadian women predominate. In addition, it allows for a phase-in period of ten years from 1989, to ensure that workers and firms have time to gear up for the new opportunities created by free trade. Recent studies have shown that there has been a major increase in employment in the rapidly expanding service employment sector since the FTA was signed. This development should reflect positively on employment opportunities for women.

The Advisory Council on Adjustment, which was appointed to advise the government on the adequacy of existing adjustment programmes and how to deal with the process of adjustment, reported in March 1989. Their report stressed that the adjustment process was a continuing function of a healthy economy, that adjustment assistance should be available to workers displaced by economic change of any kind, and that strengthening Canada's employment training was an important aspect of adjustment.

The federal government's Canadian Jobs Strategy (CJS) was established in 1985 to prepare Canadians for a changing labour market through training, job development and relocation of workers. Women are specifically targeted for training in certain streams. Employment and Immigration Canada (EIC) is currently

assessing the CJS to ensure that women's training needs are being addressed and that women are receiving their fair share of training dollars. EIC also operates the Employment Service which provides counselling, referral and placement services to women and men.

The Industrial Adjustment Service (IAS) of EIC facilitates the voluntary establishment of Joint Consultative Committees, on which labour and management are equally represented and who work co-operatively to develop and carry out an action plan designed to address labour market changes stemming from new technologies, changing preferences, altered trade conditions and reorganization of firms.

International action by Canada:

The United Nations Conference on Trade and Development (UNCTAD) has a mandate to promote international trade, particularly with a view to accelerating the economic growth of developing countries. Discussion on women's role has taken place only in the context of the economic development of the least developed countries, where the subject is considered to be a priority at the national level.

In 1985, the UNCTAD Secretariat prepared an analytical document on the role of women in the poorest countries. There is, however, no specialized body within UNCTAD whose specific role is to examine such questions.

References:

Canada - U.S. Free Trade Agreement: An Economic Assessment, Ottawa, Department of Finance, 1987.

Canada - U.S. Free Trade Agreement and Women - An Assessment, Ottawa, Status of Women Canada, 1988.

See also: **Credit - Women's Access**

HUMAN ENVIRONMENTS

Energy **FLS paras., 218-223**

Many developing countries are experiencing serious energy shortages which are reflected in increasing rates of deforestation, desertification and low agricultural productivity. Heavy reliance on biomass energy sources, including woodfuel, dung and crop residues, coupled with inadequate access of large sections of the population to basic resources, has led to unsustainable use and deterioration of existing resources.

Rural women are especially affected by dwindling resources as they are the main consumers of household energy, are dependent on freely-collected biomass energy for cooking and are mainly responsible for the collection of wood and other fuel materials. Reduced biomass energy supplies mean that women must walk great distances and spend more hours to collect fuel. The type of stoves used for cooking and the conditions in which they are used also have adverse effects on women through eye and respiratory diseases.

Although women and their work are severely affected by decreasing biomass energy resources, these are seldom included in decision-making processes and planning. Women's energy needs are usually neglected in energy planning and development projects which are generally oriented towards industrial and commercial use.

What the FLS paragraphs say:

- governments should see women as producers, users, and managers of energy sources;
- governments should improve energy availability with a view of women as producers and consumers;
- governments should integrate women in national energy programs;
- governments should assess energy sources and technology to reduce the drudgery of poor urban and rural women;
- governments should use technology to substitute energy for muscle without a loss of jobs for women through retraining and other adjustments; and
- governments should promote the grass-roots participation of women.

Canadian situation:

Analysis of Canadian energy producers and consumers has not been differentiated by sex nor have energy strategies been targeted specifically to women or men. Policies are in place to provide information on energy conservation and alternative energy sources.

International action by Canada:

The federal agency, Canadian International Development Agency (CIDA), is responsible for providing development assistance. As part of CIDA's strategy to include women in development, the agency will incorporate the role of women as agents and beneficiaries of the development process into energy project guidelines and will assess the role of women in energy studies. The Women in Development Unit of the International Development Research Centre (IDRC), has a strong interest in research related to energy, especially regarding access to, and the availability of fuel, wood conservation and social forestry such as the design and use of safe, fuel-efficient cookstoves in both rural and urban settings.

Environment **FLS paras., 224-227,292,293**

In many countries women have relied on the land and its resources to provide their traditional means of livelihood. Inappropriate land use, as well as natural and human-made disasters such as hurricanes and desertification, have deprived many of these women of their sources of income. Because women are likely to be greatly affected by environmental policies, they should be included as participants in programs to restore the environment.

What the FLS paragraphs say:

- there should be a provision of alternative options for women who have been deprived of their traditional source of income through environmental degradation;
- equal opportunities should be available for women to participate in programs to upgrade the environment;
- improved sanitary conditions should be provided;
- there should be a mobilization of information to promote conservation of the environment;
- there should be an assessment of the impact of environmental policies on women; and
- women should be included as full and equal partners in any attempts at systems management.

Canadian situation:

Canada's wealth of natural resources has shaped our economy and has determined how our relationship with the environment has evolved. We have an economy that relies heavily on our abundant natural resources but there is growing evidence that the environmental costs of our economic decisions have not been adequately taken into consideration. The government recognizes the challenge facing Canada is to build upon our strengths as a nation, in harmony with our environment: the basis of our health and prosperity. Every Canadian has a role to play in achieving the goal of sustainable development.

Women's groups have been among the most active organizations on environmental issues. Public opinion surveys continuously demonstrate that women, as a group, are more concerned than men about the health effects and impacts on future generations of a whole range of environmental and resource conservation issues. Women show a higher level of concern about nuclear energy, clean water, wildlife preservation, conservation of agricultural lands and other resource issues. Canada's comparatively high standard of living and general education increases women's opportunities to participate in environmental issues and to play an active role in voicing societal concerns.

Canada's **Green Plan**, adopted in 1990, expresses the government's commitment to work with all Canadians to manage resources prudently and to encourage sensitive environmental decision-making.

Women and women's groups contributed to the development of Canada's **Green Plan** and continue to be partners, playing a crucial role in issues related to the environment. The **Plan** recognizes that women have a unique and vital perspective on strategies for achieving sustainable development that must be taken into account. In the formulation of regulations and policy, special attention must be paid to women who are, in some cases, a susceptible sub-group (pregnant or nursing mothers, for example) as well as to all women's legitimate concerns for a voice in policy and decision-making.

International action by Canada:

Canada's environmental foreign policy is based on the recognition that the global environment is a shared resource and that all countries must be partners in the solution to world environmental problems.

Canada participated in May 1991 at the Commonwealth and the Environment meeting. Among the recommendations was that the 1992 U.N. Conference on Environment and Development (UNCED) ensure that women's concerns are reflected in all discussions and documentation.

Canada has been playing a lead role in ensuring that the 1992 UN Conference on Environment and Development (UNCED) recognizes women's special relationship with the environment. At the third Preparatory Committee meeting for UNCED, Canada co-sponsored a decision which called for women's critical economic, social and environmental contributions to sustainable development to be addressed at UNCED as a distinct cross-cutting issue, as well as being mainstreamed in all substantive work and documentation for the conference.

The Canadian International Development Agency's Women in Development Program has prepared an information kit on women and the environment. The kit contains a summary of the issues and a number of key papers.

In October 1991, Canada participated in the Inter-American Consultation on Women and the Environment: Strategies in the context of environmental concerns and sustainable development organized by the Inter-American Commission of Women (CIM). The document that resulted from this consultation was discussed at the October 1991 CIM Executive Committee meeting, was forwarded to the UNEP Global Assembly of Women in Miami in November 1991 and will be forwarded to OAS member country delegations to UNCED.

Housing and Community Development **FLS paras., 209-217,225,289**

Changes in family patterns, women's increased participation in the paid labour force, and women's overall economic position have a significant influence on the housing and community development needs of women. According to Charting Canada's Future, a report on demographic projections released by Health and Welfare Canada in December 1989, the number of women who are heads of households nearly tripled between 1971 and 1986 and the trend is expected to continue. This underscores the importance of shelter issues for women in Canada.

Women make up the majority of public housing tenants, and are often not recognized as bona fide consumers of market housing. Community development and shelter design are often insensitive to the needs and concerns of women, and women have rarely been part of such planning processes. In many countries, the planning of shelter and communities fails to take into account women's work and related health problems, as well as their need for child care, employment opportunities, access to education and transportation.

What the FLS paragraphs say:

- there should be increased participation of women in planning occupations, in decision-making, and in the design, management, and maintenance of housing projects;
- measures should be adopted to promote women's access to tenancy and ownership, and to increase low-cost housing;
- improved transportation, and the promotion of women's role as operators and owners of transport should be addressed;
- measures to reduce the burden of rural women should be introduced;
- the design and choice of commercial and vehicular technology should take the needs of women into account; and
- the specific needs of homeless women must be identified and addressed.

Canadian situation:

In 1988, 64.0% of female-headed households resided in rental housing (compared to 30.0% of male-headed households). Elderly women accounted for 27.5% of these female-headed households.

Under the Canada Assistance Plan (CAP), the federal government shares the cost with the provinces and territories of providing assistance to needy persons. This assistance helps those in need to meet their basic requirements such as food, clothing and shelter. In addition, social housing programs are targeted to provide assistance to low-income Canadians. Neither of these sources of assistance target women as a group. Female headed households and single, elderly households are primary users of social housing programs. In 1989, 62% of all residents in public housing were female.

Canada Mortgage and Housing Corporation (CMHC) provides funds to provinces and territories, under a variety of cost sharing arrangements, to assist Canadians who have difficulty finding affordable housing. For 1991-92, it is estimated that 660,000 households will be assisted through federally-sponsored housing programs. This covers about 500,000 children, many led by female single-parents. In 1991-92 expenditures on social housing will be $1.9 billion and will assist some 36,000 additional households over the previous year.

Housing assistance is provided through the existing stock of social housing and through new allocations of non-profit and co-operative housing, rent supplements, assistance to native households on and off reserves. Assistance is mainly in the form of reduced rents which are geared to income. There are also rehabilitation and adaptation programs that give assistance to those living in inadequate housing and those who are in need of modifications and who are in core need.

The number of homeless women in Canada is not known. However, the most vulnerable are the poor, unemployed, very young, elderly, disabled and single mothers. In addition, the majority of those in transition houses, homes for unwed mothers, and other special needs housing for women, are also in need of long term, permanent accommodation.

As part of the federal government's 1988 Family Violence Initiatives, a special one-time housing program, Project Haven, was launched by CMHC to create additional emergency shelter units across the country (a 15 per cent increase) between 1988 and 1992 at a cost of $22.2 million to the federal government. Special consideration is being given to projects serving disabled, immigrant, rural and native women.

As part of the renewed four year federal Family Violence Initiatives announced in February 1991, CMHC has launched the "Next Step" program. The $20.6 million dollars allocated to CMHC will support the development of at least 170 units of second stage housing for victims of family violence when they leave emergency shelters. An additional 80 emergency shelter bedrooms will also be created. Funding is in the form of fully forgivable loans for up to 100% of eligible capital costs. Special consideration will be given to projects serving disabled and native women.

CMHC has recently established an interdepartmental committee on Public Housing to examine ways in which federal and other programs and services can be co-ordinated, or policies changed, in order to improve the quality of life of residents. In the case of families, one key objective is to examine ways to assist those who have the potential to attain the economic independence in order to access the private housing market.

The Federal Co-operative Housing Program serves about 12,000 households. It began in 1986 with a five year mandate which was renewed for 1991-92. The 1991 funding level was $5.9 million. This program offers income mixing, security of tenure and

resident participation in the administration of the Co-op. This provides a stable family environment, and opportunities for skill development and enhanced self-esteem through participation and control in community decision-making.

With regard to persons with disabilities, CMHC has the Residential Rehabilitation Assistance Program for the Disabled, designed to assist disabled persons in the modification of their dwellings to improve accessibility. The budget for this program has steadily increased from $7.803M in 1987 to $12.085M in 1990. The number of households receiving assistance has risen from 2,051 in 1987 to 3,335 in 1990. In 1991, a four year experimental program, with a budget of $10M, was put in place to assist disabled seniors to remain in their homes through minor physical alterations.

Under current social housing programs, native groups in both urban and rural areas are forming their own non-profit corporations for the development of housing projects, most of which will be occupied by families, many lone parent female headed families and seniors. In April 1989, with the passage of legislation restoring status to large numbers of native women, special funding in the amount of $859M over a five year period, was allocated by CMHC for increased housing for reinstated women who may be returning to their reserves.

International action by Canada:

The United Nations Commission for Human Settlement (UNCHS) - (Habitat) assists countries and regions in increasing and improving their own efforts to solve human settlement problems. The UNCHS (Habitat) also aids in increasing the availability of resources of developing countries and regions, and in strengthening co-operation and co-participation among all countries and regions.

Canada strongly supports the work of UNCHS (Habitat) as well as the UN Habitat Human Settlements Foundation (UNHHSF) and was instrumental in initiating the Global Strategy for Shelter to the Year 2000. Canada has promoted greater efficiency in the management of urban systems and has encouraged through its development programs, the involvement of women in leadership and management roles, as well as greater participation in urban development by non-governmental organizations.

Canada also supports the UNCHS (Habitat) in identifying and implementing strategies for the full integration of women in human settlement development and management programs. At the 13th session of the Commission on Human Settlements held in Harare, Zimbabwe 29 April - 8 May, 1991, Canada supported the resolution "Promoting the advancement of women in human settlements development and management" which was adoped at this meeting.

HEALTH

Adolescent Pregnancy **FLS para., 158**

The early commencement of child bearing by adolescent women has severe health implications, both for the young mother and for her child. Problems such as low infant birth weight are common, and heighten the risk of health complications and infant death. For the young mother, the psycho-social implications of adolescent pregnancy are also highly distressing. Life opportunities can be severely diminished, often beginning with the cessation of studies leading to low employability, low income and even depression and welfare. Adolescent pregnancy often marks the first step of the feminization of poverty.

What the FLS paragraphs say:

- governments should develop policies to encourage delay in commencement of child bearing.

Canadian situation:

Adolescent pregnancy is recognized by Health and Welfare Canada, as well as other governmental agencies and non-governmental organizations, as a major public health and social concern. More than 22,483 adolescents aged 15-19 years and 214 under age 15 years gave birth in 1989. In 1989, 15,439 had their pregnancy terminated by a therapeutic abortion.

Health and Welfare Canada, through the Federal/Provincial/ Territorial Advisory Committee on Community Health, established a Working Group on Adolescent Reproductive Health. The purpose of this working group was to promote the reproductive health of adolescents through the coordinated development across jurisdictions of community-based services aimed at reducing the incidence of adolescent pregnancy and ameliorating the negative after-effects of adolescent pregnancy. This group's Report on Adolescent Reproductive Health was produced in October 1989 and distributed across Canada. It includes recommendations and demonstration projects, such as the development of national sexual health guidelines. These guidelines, targetted to health professionals and community groups involved in sexual health programming, will encourage and assist with comprehensive sexual health program planning and implementation.

Publications entitled Sexually Transmitted Diseases (STD's) (aimed at 15 to 24 year olds), and Facts and Fancy about Birth Control, Sex Education and Family Planning are distributed by Health and Welfare Canada. These publications are geared towards helping young people understand their sexuality and promoting responsible sexual behaviour.

References:

Statistics Canada, Health Division, Births (Billing No. 41031) and Therapeutic Abortions (Billing No. 41020).

See also: **Family Planning and Reproductive Issues**

Drugs **FLS para., 153**

In many countries drug trafficking and abuse of prescription drugs pose serious health risks to women and children.

What the FLS paragraphs say:

- intensified efforts should be made to eradicate drug trafficking; and
- public health education should be provided on the effects of illicit drugs and of prescription drugs.

Canadian situation:

The sale and trafficking of narcotics and other controlled drugs for non-medical purposes are prohibited in Canada. However, illicit drug abuse is an international problem. The Canadian government cooperates with international efforts to control the distribution of dangerous drugs.

Canada's Drug Strategy has been initiated in consultation with the provinces and key non-governmental organizations. (Departments involved include Health and Welfare Canada, Canada Customs, Justice, Solicitor General (R.C.M.P.), External Affairs, the Youth Affairs Branch of Employment and Immigration Canada, and others.) This strategy is aimed at preventing drug abuse, improving treatment and rehabilitation of those who become abusers, and addressing the threat posed by traffic in legal and illegal drugs.

Health and Welfare Canada, the above-noted departments and provincial addiction agencies, in cooperation with health-related organizations, professional associations, police associations, and business and labour, have extensive public education information aimed at especially vulnerable groups, on the benefits of drug free lifestyles. The federal government also funds community-based organizations which support such programs.

Tobacco use is the single most important preventable cause of disease, disability and death in Canada. More than 38,000 Canadians die each year from smoking-related diseases.

To address the problems associated with tobacco use, Canada has initiated a National Strategy. The mission statement of the Strategy is to achieve a non-smoking program that will assist in producing a generation of non-smokers by the year 2000. The three goals of the Strategy are: to help non-smokers stay smoke-free; to protect the health and rights of non-smokers; and to encourage and help those who want to quit smoking. The Strategy is supported by the federal, provincial and territorial Ministers of Health, and eight national health organizations. The Strategy uses a comprehensive approach to deal with the problems of tobacco use and includes activities such as targetted public awareness campaigns to promote non-smoking as the norm, prevention and education programs, cessation programs, and research and knowledge development.

The Strategy recognizes that women's experience with tobacco is different from men's. Women start to smoke for different reasons, their reasons for continuing to smoke are different, as are their experiences with quitting. The Strategy, therefore, is working to coordinate a well-planned approach to address this important women's health issue. A recent initiative is Diary of a Teenage Smoker, a video and facilitator's guide for use with young women ages 12 to 15, which was released in September 1991.

Family Planning and Reproductive Issues — **FLS paras., 121,156,157,159**

Women and men should have the basic human right to decide, freely and responsibly, the number and spacing of their children.

What the FLS paragraphs say:

- decision-making regarding family size and child-spacing should be shared by women and men;
- family planning components of primary health care should be strengthened;
- family planning information should be produced and services created; and
- adequate quality standards for family planning should be ensured.

Canadian situation:

The quality, efficacy and safety of contraceptive products are carefully monitored by Health and Welfare Canada (HWC) and other levels of government. In addition, Consumer and Corporate Affairs and Health and Welfare Canada are involved in consumer information and consumer protection.

Family planning information is widely available through a number of sources in Canada: governments (federal, provincial and territorial); hospitals and clinics; private physicians; educational programs in schools; and voluntary health agencies, such as the Planned Parenthood Federation of Canada. Non-prescription contraceptive devices are available in pharmacies and other retail outlets. Oral contraceptives are available through a doctor's prescription. Where school health and family life education programs exist, both young women and young men are encouraged to take responsibility for birth control. Health and Welfare Canada supports a comprehensive approach to sexuality and reproductive health issues.

The Royal Commission on New Reproductive Technologies, announced in October 1989, released a summary of the issues raised during the public hearings entitled "What We Heard: Issues and Questions Raised During the Public Hearings". The summary highlights women's groups' concerns about whether the technologies advance or inhibit women's autonomy and equality in society. The Commission was established in response to growing concerns which surround the proliferation of a variety of forms of medical interventions to facilitate pregnancy. While the procedures are medical in nature, the issues they raise have widescale ethical, legal and social implications.

The Commission is also expected to recommend policies and safeguards to be applied to scientific advances in the field of reproductive technologies. The Commission will present its report in October 1992.

International action by Canada:

Women and Population issues was one of the subjects discussed at the third meeting of Commonwealth Ministers Responsible for Women's Affairs in October 1990. Ministers recognized that population issues were closely linked to socio-economic issues, including education, health and the environment, and to perceptions about the role and status of women. In 1990, Canada participated in an OECD meeting on Population which recognized the need to fully involve women in the planning and implementation of population programs.

The Canadian International Development Agency (CIDA) has been providing support to the population sector since 1970. Funding is currently provided to the U.N. Fund for Population Activities (UNFPA), the International Planned Parenthood Federation (UNFPA) and international non-governmental organizations. CIDA currently supports population related projects in every region.

Health Care Systems **FLS para., 148,151-153,155,160**

To ensure the health of families and especially the health of women, a primary health care system should be available. Special health services are needed by women and all services should be developed taking into account women as users of and workers in these services.

What the FLS paragraphs say:

- a health care service should be established, at minimum, to meet the needs of the most vulnerable groups of society; and
- health facilities should be accessible and acceptable to women, and in line with their needs, perspectives, and work patterns.

Canadian situation:

The Canada Health Act is federal legislation that provides the framework for a national, universally available system of health care in Canada, with the provinces and territories having the primary constitutional responsibility for the actual delivery of health care services. Through provincial and territorial health insurance plans, coverage for necessary hospital and physician services are provided on a prepaid basis to all residents of Canada, regardless of age, sex, financial circumstances, lifestyle, prior health status and other similar factors. In order to be eligible for all federal cash contributions, the provincial and territorial health care plans must meet five criteria: comprehensiveness of insured services covered; reasonable access to insured services without barriers that may impede or preclude care; universal coverage for all residents of the province or territory; portability of benefits from one province or territory to another or out-of-country; and public administration of the plans on a non-profit basis.

In addition to contributions for insured hospital and physician services, the federal government also contributes towards the financing of certain extended health care services provided by the provinces and territories, such as long-term institutional care for adults, and community-based services such as home care for adults and children.

The provincial and territorial governments also fund a variety of health care benefits to their residents in addition to the insured hospital and physician services. These "additional benefits" are offered at the discretion of each province and territory, on their own terms and conditions. Prescription drugs, chiropractic services, optometric services and dental services are examples of additional benefits.

Some women's organizations and local communities have begun to develop alternative health centres, in partnership with provincial ministries of health, to provide care which is consistent with their perspectives and to reach out to those who are not otherwise drawn into the formal health care system.

Health Care Systems - Women's Role **FLS para., 149**

The representation of women in senior positions within health institutions is necessary to ensure that women's needs can be adequately reflected in the goals and objectives of these organizations.

What the FLS paragraphs say:

- measures should be introduced to increase enrolment of women in medical training; and
- measures should be introduced to increase women's chances of being promoted to senior levels in health institutions and in the health care sector.

Canadian situation:

Women have traditionally been the major human resources component of the Canadian health care sector. In 1988, they outnumbered men by an average of almost four to one (79% vs 19%) among those employed in the health profession and occupations. In contrast, women accounted for an average of 43.8% of all those employed in Canada in 1988.

While women used to be confined to professions such as nursing and rehabilitation, they have since made inroads into traditional male health professions like medicine, dentistry and pharmacy. 1989 data from Statistics Canada reveal that women employed in the health professions, such as doctors, more than doubled to 33% compared with 18% in 1982. This trend will continue as women accounted for 45% of medical students in Canadian faculties of medicine in 1990-91.

The implications of the feminization of the health professions are currently being examined in the context of human resources planning. Studies suggest that among doctors, while women show high labour force participation rates, they tend to work fewer hours per week and fewer weeks per year; they tend to work in salaried positions and in family/general medicine, paediatrics, psychiatry and obstetrics-gynecology, and to practice in urban locations.

Aboriginal women are being encouraged to participate in the health care system through the Indian and Inuit Health Careers Program of Health and Welfare Canada. This affirmative action program has achieved considerable success in increasing the level of participation of women and Native people in health careers. Since its inception, over 80% of bursary recipients have been aboriginal women.

References:

Statistics Canada, Employment Income by Occupation. Ottawa, April, 1989. Cat. No. 93-116 (Table 1).

Statistics Canada, Labour Force Annual Averages, 1981-1988. Ottawa, April, 1989. Cat. No. 71-529 (Table 14).

Statistics Canada, Universities Enrolment and Degrees, 1987-1988. Ottawa, March, 1989. Cat. No. 81-204 (Tables 8 and 16).

Health Education and Plan of Action — **FLS para., 148 Education 150**

National plans of action on women and health play an important role in identifying and reducing risks to women's health and in recognizing women's role as caregivers and consumers of health. Health education programs are needed to support this role.

What the FLS paragraphs say:

- plans of action on Women, Health and Development should be used as mechanisms to ensure that the health needs of women and their families are met; and
- health education should be geared to women's needs by ensuring it is relevant to their priorities and readily available.

Canadian situation:

Health and Welfare Canada (HWC), following on its previous initiative, has developed a second five-year plan of action which sets out women's health and welfare policies and program direction through 1990-1995.

The Health Care System in Canada will be undergoing some important changes over the next decade as all levels of government address the increasing cost of health care and the implications for our aging population. In June 1991, the Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women tabled its report entitled, The Health Care System in Canada and its Funding: No Easy Solutions.

Health promotion programs in Canada are developed and implemented in cooperation with provincial and territorial governments and professional and voluntary groups. HWC has undertaken several initiatives to make health education approaches more effective in addressing women's health issues. The Health Promotion Fund supports numerous women's voluntary organizations in working towards the goals of increasing and improving the practice of self-care, supporting mutual aid groups and making the health and social service system more responsive to the needs of women.

A number of awareness, information, and advocacy initiatives have been undertaken which support the growth, development and maintenance of healthy, well-functioning families. For example, the Postpartum Parent Support Program supports parents and strengthens a family-centred approach to maternity and newborn care in Canadian hospitals and community health settings; the "Nobody's Perfect Program" is aimed at meeting the needs of disadvantaged parents of children from birth to age five; You and Your Baby (formerly Canadian Mother and Child) is the most recent

edition of a publication which has provided child care and child-rearing advice to Canadian parents for 70 years; and other programs and publications are aimed at promoting and supporting breastfeeding, the healthy sexual development of children and adolescents, and the creation of healthy and supportive family environments.

Following the first-ever National Symposium on Changing Patterns of Health and Disease in Canadian Women, held in Ottawa in 1988, a federal-provincial/territorial Working Group on Women's Health was established. The Working Group, currently chaired by Ontario, released in April 1990, a report entitled, Working Together for Women's Health: A Framework for the Development of Policies and Programs. The Group is planning a similar paper on mental health, to be based on a Background Paper recently completed. It will provide a comprehensive analysis, put forth a vision, build on the federal document Striking the Balance and develop strategies and policy directions for women on mental health.

International action by Canada:

Canada is a member of both the Pan American Health Organization (PAHO) and the World Health Organization (WHO) whose plan, Health for All by the Year 2000, provides a framework for strategic planning on health issues in Canada. Canada was instrumental in introducing the WHO resolution on the "Implementation Requirements of the Nairobi FLS in the Health Sector" and actively monitors the implementation of this resolution, requesting the development of quantitative as well as qualitative indicators of progress.

Canada participated in PAHO meetings on the Situation of Midlife and Older Women in Latin America and the Caribbean; Women's Participation in Health Programs for the Community; and Maternal Mortality and Women, Health and Development. Canada has taken an active role in PAHO's Five Year Plan of Action on Women, Health and Development and currently chairs the Special Subcommittee on Women, Health and Development (WHD) of the PAHO Executive Committee.

References:

Annual Report 1986-1987: Health and Welfare Canada Plan of Action 1985-1990 Based on the Nairobi Forward-looking Strategies for the Advancement of Women to the Year 2000. Ottawa, Health and Welfare Canada, 1988. (3rd in series).

Proceedings of the National Symposium on Changing Patterns of Health and Disease in Canadian Women. Ottawa, Office of the Senior Advisor Status of Women, Health and Welfare Canada, 1989.

Health Monitoring **FLS para., 161**

Often statistics and health indicators do not identify either women as a group, or the issues that are of greatest importance to them. To provide programs that are responsive to women's needs, it is essential to have indicators that provide adequate information on women.

What the FLS paragraphs say:

- the WHO gender-specific indicators for monitoring women's health should be applied by governments; and
- focal points should be established to carry out such monitoring.

Canadian situation:

The Canadian Centre for Health Information, Statistics Canada, regularly publishes gender-specific data on a wide range of health topics, including vital statistics (births and deaths), causes of death, cancer incidence, reasons for hospitalization, therapeutic abortions and mental health. This information however, provides only quantitative information and thus does not provide a complete picture on the health status of Canadians.

Since 1988 Statistics Canada has been publishing reports from the Health and Activity Limitation Survey. This survey addresses detailed issues relating to the nature and severity of disabilities and the nature and existence of barriers faced by disabled women, men and children. The survey assessed the combined impact of disabilities and barriers on such matters as employment, education, transportation, housing and leisure activities.

References:

The Active Health Report - Perspectives on Canada's Health Promotion Survey 1985. Ottawa, Health and Welfare Canada, 1987.

Thomas, Eleanor. Issues and Priorities for Women's Health in Canada: A Key Informant Survey. Ottawa, Health Promotion Directorate, Health and Welfare Canada, November 1986.

Midwifery **FLS para., 149**

Birth attendants and midwives are traditionally female occupations that could be integrated into the national health systems with beneficial results.

What the FLS paragraphs say:

- midwives should be fully integrated into the medical system.

Canadian situation:

Midwifery is not a licensed service in Canada, although many provinces have been reviewing the possibility of its licensing. In recognizing midwifery officially, training, licensing, malpractice insurance and co-ordination with the medical community needs to be addressed. Autonomous vs. medically-supervised practice and the delivery of babies at home by midwives are the two most controversial issues.

In 1991, the Ontario government passed the Regulated Health Professions Act which, when enacted in 1992, will regulate midwifery practice and place governance of the profession with a College of Midwives. The Ministry of Colleges and Universities and the Ministry of Health jointly announced that a bachelor's degree program would be developed and would be ready to accept its first students in 1993. There will be multiple routes of entry into the program, rather than requiring all midwives to have a nursing background.

In Alberta, a government-sponsored working committee was established in October 1991. The report of the committee recommended legalizing midwifery in homes and hospitals. Alberta has a program in midwifery for registered nurses pursuing a master's degree in nursing.

Manitoba has established a task force to study issues related to midwifery and will issue recommendations to the government in a final report due in the fall of 1992. In Nova Scotia and Newfoundland, the provincial health ministries have made inquiries to other provinces for information and have indicated an interest in the proposals under consideration. Discussions about the establishment of midwifery are also underway in British Columbia and Quebec.

The Midwives Association of British Columbia has requested regulation for midwives under the Health Professional Act. In May 1993, the Association will host the 23rd International Congress of Midwives. This event will bring international attention to the status of midwifery.

Nutrition **FLS para., 154**

The effects of poor nutrition, while most obvious in cases of malnutrition, can also be seen in nutritional anemia found in women who breast feed, osteoporosis in older women, and extreme cases of underweight and obesity. The causes of poor nutrition can often be traced to lack of information or lack of income.

What the FLS paragraphs say:

- measures should make certain that women have access to adequate income and knowledge to ensure proper nutrition for themselves and for their children; and
- support should be given to ensure that women have sufficient rest during the last trimester of pregnancy and while breast feeding.

Canadian situation:

There are a number of federal and provincial programs which provide financial assistance to parents to assist them in meeting the costs of raising dependent children under 18 years of age. Federal Family Allowances are payable to all parents or guardians provided they are resident in Canada.

Generally, nutrition intervention programs are directed to women in a variety of ways through a number of systems such as the public health system, education system, food retail outlets, mass media and the community. Health and Welfare Canada, as well as provincial and local governments, provide childbirth education programs, including nutrition. In some Canadian provinces and cities, programs have been set up to support high risk pregnant women with nutrition education and food supplements. There are no national nutrition programs aimed at school children in Canada; however, some provincial jurisdictions and local school boards have introduced school nutrition policies. There is also a trend towards supporting school feeding programs in response to growing issues of child hunger.

References:

Canadian Guidelines for Healthy Weights. Report of an Expert Group convened by Health Promotion Directorate, Health Services and Promotion Branch, Health and Welfare Canada, Ottawa, 1988.

Promoting Nutritional Health for Preschoolers: Canadian Guidelines. The Federal/Provincial/Territorial Group on Nutrition and the National Institute of Nutrition. Ottawa, 1989.

See also: **Child Care**

Preventive Health Measures **FLS paras., 148,151-153,160**

In any health care system, an emphasis should be placed on preventive measures such as the provision of clean water, sanitation facilities and immunization, all of which help prevent illness and control epidemic diseases.

What the FLS paragraphs say:

- women should be consulted at all stages in the development of a water-supply system and water and sanitation projects;
- measures should be implemented to ensure that children as well as women of child-bearing age, especially those who are pregnant, are immunized against specific diseases; and
- governments should ensure the full and informed participation of women in programmes to control chronic and communicable diseases.

Canadian situation:

Immunization programs for communicable diseases are well developed in Canada and are mostly available free of charge. Women participate in a full and informed manner. Immunization against childhood vaccine-preventable diseases is virtually complete in children by the age of school-entry.

On June 28, 1990, Canada announced the National Strategy on HIV Infection and AIDS. The Strategy is outlined in two documents: HIV and AIDS: Canada's Blueprint and Building an Effective Partnership: The Federal Government's Commitment to Fighting AIDS. The issue of Women and AIDS is addressed in both the Blueprint document and Partnership document. In the federal Partnership document, Status of Women Canada is identified as a key partner in the development of strategies and programs on education and prevention. The National Strategy commits $112 million from Health and Welfare Canada over three years to the fight against HIV/AIDS. This amount comes from the $168 million already allocated by the government for federal AIDS programs. As of January 1992, there were 5,647 reported cases of AIDS in Canada. Women and girls represent 320 or 5.7% of the cases.

The recently established AIDS Secretariat at Health and Welfare co-ordinates all AIDS related departmental activities, provides strategic and policy advice to the Minister of Health and Welfare and is responsible for ensuring implementation of the National AIDS Strategy. The Secretariat has taken over many of the functions of the Federal Centre for AIDS (FCA), which now focuses its activities on biomedical care and treatment issues of the epidemic.

The issue of women and AIDS has received much greater recognition by the federal government over the past several years. World AIDS Day, 1990, focused on Women and AIDS and Health and Welfare released a document entitled Women and AIDS, A Challenge for Canada in the Nineties.

International action by Canada:

Canada has ongoing measures to improve the quality of its drinking water, and the Canadian International Development Agency has provided funding for development projects in other countries, especially related to women and sanitation.

EDUCATION, STATISTICS AND RESEARCH

Education - Women's Access **FLS paras., 69,163,165,166,169,268**

Equal access to education is integral to women's equality and economic independence in society. It has a profound impact on employment and labour force participation and is necessary if women are to compete on an equal footing with men, especially in those areas considered to be non-traditional.

What the FLS paragraphs say:

- there is a need for national educational policy which would include the use of special measures for the equal access of women in scientific, technical and vocational settings;
- incentives are suggested to ensure the continuity of education to reduce absenteeism, and to provide the opportunity to apply education in a career context;
- women should have equal access to financial assistance (e.g. scholarships) and lodging; and
- counselling, especially for the encouragement of study in science, technology and management, is an essential service for girls.

Canadian situation:

Responsibility for education in Canada rests with the provincial governments. However, the federal government provides support to post-secondary education through transfer payments to the provinces. In addition, the federal government provides financial support for areas of common interest, such as university research, student assistance and official languages. Furthermore, the federal government has special responsibility regarding the education of certain groups of Canadians such as Indians and Inuit.

One of the most significant developments in post-secondary education in recent decades has been the increasing participation of women. In 1989-90, women constituted 52% of all full-time university enrolment, and are the majority of part-time students. Although they remain a minority of full-time graduate students, women's representation increased sharply to 45%, compared with a 22% increase for men. By 1989-90, women accounted for 41% of all graduate students.

In a part-time capacity, in 1989-90 women made up 65% of students at the undergraduate level and 51% at the graduate level. At both the undergraduate and graduate levels, women are more likely than men to enrol in programs such as education, the humanities, and social sciences. By contrast, they are generally less likely than men to be in fields such as engineering, the physical sciences, mathematics, economics and computer science. This trend is also reflected in community college enrolment, where women accounted for 55% of full-time community college students.

The Canada Student Loans Program (CSLP) makes post-secondary education more accessible and gives male and female students greater freedom in choosing an institution regardless of its location. The Canada Scholarships Program, initiated in 1988, is designed to recognize and encourage outstanding students to pursue undergraduate studies in natural sciences, engineering and related disciplines. At least 50% of the scholarships are awarded to women.

The National Film Board and the Federal Women's Film Program have also produced films aimed at displaying and encouraging a wider range of career choices to young women (e.g., I Want to Be an Engineer; Attention: Women at Work; and Head Start).

International action by Canada:

The United Nations Educational, Scientific and Cultural Organization (UNESCO) is committed to the achievement of peace and security through education, science and culture. Canada is a member of the UNESCO Executive Board and has been encouraging UNESCO to intensify its efforts to promote equality between women and men.

References:

"Participation of Girls and Women in Math, Science and Technology". Status of Women Canada and the Manitoba Women's Directorate, February, 1989.

Literacy **FLS paras., 164,165**

In developed and developing countries many women are functionally illiterate. These women have an urgent need to up-grade their education in order to participate in society independently, to obtain meaningful employment, to relate to their children, to improve access to services and to decrease social isolation.

What the FLS paragraphs say:

- special measures should be adopted to eliminate the high rate of illiteracy internationally by the year 2000;
- governments are asked to set targets and adopt measures to achieve this goal; and
- literacy programs should include functional and legal literacy.

Canadian situation:

A 1989 adult literacy survey conducted by Statistics Canada reported that 38% of adult Canadians have some degree of difficulty with every day reading and numeracy requirements. It reported also that 15% of Canadian adults had reading skills that were too limited to allow them to deal with the majority of reading material they encountered in every day life.

During 1990, International Literacy Year, the National Literacy Secretariat (Multiculturalism and Citizenship Canada), sponsored events to raise awareness about literacy and support projects of relevance to women.

Under provincial Ministers of Education, Adult Basic Education (ABE) courses are delivered through the community colleges and municipal Boards of Education. A federally funded study of Canadian ABE courses conducted by the Canadian Congress for Learning Opportunities for Women (CCLOW) found several drawbacks to these courses, including: few evening courses for employed women and a lack of support services (child care, transportation, counselling, financial assistance).

The Canadian government announced the establishment of a National Literacy Program in 1988 to address the problem of adult illiteracy in Canada through co-operative effort with the provinces and territories, volunteer organizations, business and labour.

Although the data available at this point does not suggest that women in Canada have higher rates of illiteracy than men, it is recognized that women can face particular difficulties of access in obtaining literacy training. The National Literacy Program has supported a study to examine these difficulties in more detail, and as well has supported a variety of literacy initiatives in communities across the country directed to the needs of single parents, particularly those in public housing,

women immigrants and their children, and women who have experienced difficulty with the law. In addition, it is supporting a project to identify literacy materials that are not gender-biased.

Besides these efforts directed specifically to women, the National Literacy Program sponsored the above-noted 1989 Statistics Canada survey on adult literacy which established national and provincial literacy profiles. By linking literacy levels with various labour force characteristics, as well as age and gender, the survey provides additional insight into the literacy situation of women in Canada, and thus establishes a basis for further efforts targeted to women's requirements.

Depending on the resources available in the community, literacy training may be offered by volunteer tutors, or in the context of a broader Adult Basic Education program at community colleges or other institutional settings, or, in some instances, as part of a skills upgrading effort in the workplace.

Correctional Service Canada (CSC) has identified Adult Basic Education as its first education priority. In addition, it has identified literacy in the Correctional Strategy as one of the three priorities for programming intervention. CSC provides basic educational programs specifically developed to meet female offenders' basic literary needs. Through a recent initiative, 105 female offenders completed the CSC Literacy Program. It has been identified that female inmates enrol in the CSC education system at a lower rate compared to male inmates; however, they experience a faster grade level advancement rate.

References:

Broken Words: Why Five Million Canadians are Illiterate. A Special Southam Survey, 1987.

Statistics Canada, The Labour Force, December 1988, Cat. No. 71-001, Table 5.

Sexual Stereotyping in Educational Curricula **FLS paras., 83,167**

Sexual stereotyping in educational materials seriously impairs the development of healthy attitudes of both young women and men towards the role of women in society. Stereotypical attitudes towards women inhibit their fulfilment as equal partners with men in educational, occupational and social settings.

What the FLS paragraphs say:

- curricula, textbooks and other resources used in both the public and private school systems should be examined for possible sexist content;
- there may be a need for personnel retraining to eliminate stereotyping in teaching practices; and
- the study of women's contributions should be promoted in curricula.

Canadian situation:

Responsibility for curricula and educational resource development rests with provincial Ministries of Education. In the past few years, most jurisdictions have undertaken reviews of educational materials with a view to the elimination of sexual stereotyping. In addition, women's contributions throughout history have been incorporated in curriculum guidelines developed by several ministries of education and are increasingly being incorporated into studies at the post-secondary level.

The issue of participation of young girls and women in non-traditional fields, particularly in science and technology, is also being addressed within jurisdictions, involving in a broader sense, a review of stereotypical attitudes in teaching practices and teaching material.

References:

Progress as Paradox: A Profile of Women Teachers. Linda MacLeod for the Canadian Teachers' Federation, Ottawa, November 1988.

The Idea Book: A Resource for Improving the Participation and Success of Female Students in Math, Science and Technology. Heather-jane Robertson for the Canadian Teachers' Federation, Ottawa, November 1988.

Women's Issues in Education in Canada. Council of Ministers of Education, Toronto, 1987.

See also: **Women's Studies**

Statistics and Women **FLS paras., 58,64,120,122,130,179**

A strong statistical data base is needed in order to understand the situation of women, to identify their needs and to develop policies that are relevant to them. The adoption of non-sexist research methodology plays an initial role in collecting statistics disaggregated by sex, and data that have direct relevance to women. In order for these statistics to be analyzed by researchers, academics, public servants and interested citizens, easy access to the statistical base is essential.

What the FLS paragraphs say:

- governments should ensure that statistics are available on the situation of women by:
  - providing gender-specific data;
  - recognizing the remunerated and unremunerated contributions of women in national economic statistics and the gross national product, especially those contributions of women in agriculture, food production, reproduction and household activities;
  - improving the capabilities of national statistical institutions to implement these concepts and measures in regular programs;
  - strengthening the monitoring and evaluation of statistics and indicators on women; and
  - providing training for producers and users of statistics on women.

Canadian situation:

Statistics Canada is the central federal agency responsible for compiling and analyzing statistics as well as collecting data disaggregated by gender. It has produced a number of studies specifically on women. The majority of these studies appear on fact sheets which relate directly to the issue in question.

Most of the regularly collected statistics are disaggregated by sex (the Labour Force Survey, the Survey of Consumer Finances, the Census of Canada). Published reports often contain cross-classifications by gender and other socio-economic and demographic characteristics. Other unpublished data and cross-classifications may also be purchased from Statistics Canada.

Status of Women Canada is one of many government departments involved in the extensive consultation process with Statistics Canada, required for the quinquennial and decennial census questionnaire updates and determination of new issues for data collection.

Status of Women Canada worked closely with Statistics Canada in preparing the 1990 update of Women in Canada: A Statistical Report. This document includes statistics on many aspects of Canadian women's lives. SWC also worked with Statistics Canada in preparation of the June 1991 Census questionnaire for the purpose of obtaining more specific statistics on women mainly engaged in farming operations.

International action by Canada:

The Economic Commission for Europe (ECE), one of five U.N. regional commissions based in Geneva, has no particular body or program in which questions concerning women are addressed. The only case where women's issues are examined is in a sub-program within the context of the Conference of European Statistics which evaluates statistical indicators on women. The ECE is also involved in joint activities with the International Research and Training Institute for the Advancement of Women (INSTRAW). Canada has participated in the ECE since 1973.

References:

Burch, Thomas. Family History Survey: Preliminary Findings. Ottawa, Statistics Canada, 1985, Cat. No. 99-955.

Eichler, Margrit and Jeanne Lapointe. On the Treatment of the Sexes in Research. Ottawa, Social Sciences and Humanities Research Council of Canada, 1985.

Statistics Canada, Social and Economic Studies Division. Women in Canada: A Statistical Report. Ottawa, 1990, Cat. No. 89-503, 2nd edition.

Women's Studies **FLS paras., 82,167,168**

Women's Studies programs have developed, especially throughout the past decade, in response to a need for scholarship focusing on women from a women's perspective. These programs are usually interdisciplinary and have challenged many of the assumptions of traditional scholarship.

What the FLS paragraphs say:

- there should be promotion and application of women's studies inside and outside the conventional learning institutions.

Canadian situation:

Women's Studies programs and courses are available throughout Canada at secondary schools, community colleges and universities.

In 1984, the federal government announced the establishment of an endowment fund to create five Chairs of Women's Studies in Canadian universities to promote scholarly research on women. An amount of $500,000 was given to establish each Chair of Women's Studies. The five chairs are located at: Mount St. Vincent University (Nova Scotia), Simon Fraser University (British Columbia), University of Ottawa (a joint chair with Carleton University) (Ontario), University of Winnipeg (a joint chair with University of Manitoba) (Manitoba), and Laval University (Quebec).

In 1987, Status of Women Canada carried out a survey for the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW). This survey investigated Canadian academic programs which address women's issues and has resulted in a data bank which currently lists professors, courses and extra-curricular activities offered at various universities and colleges across the country.

The Canadian Research Institute for the Advancement of Women (CRIAW), a non-governmental feminist organization, was founded in 1976 to encourage, co-ordinate and disseminate research into women's experience. CRIAW maintains a bank of feminist researchers.

In 1990, Employment and Immigration Canada put in place the Canadian Labour Force Development Board. One of its 22 members is responsible for conducting research and studies in all fields of labour that are relevant to women.

GENDER DISCRIMINATION AND VIOLENCE

Communications Policy - Women's Participation **FLS paras., 85,206,207**

The portrayal of women in the media is affected by those who hold decision-making positions. The employment of women in professional, advisory and decision-making positions should be a priority to ensure that women's needs and perspectives are included in communications policy.

What the FLS paragraphs say:

- the participation of women at all levels of communications policy should be ensured;
- measures should be introduced to eliminate stereotyped images;
- women should be provided easier access to information;
- women's participation should be encouraged in the development of alternative forms of communications; and
- the numbers of women in publicly-operated communications networks should be increased.

Canadian situation:

The government believes it is important that women have equal opportunity to participate fully in all aspects of the Canadian broadcasting system. The government addressed this issue in the new Broadcasting Act, proclaimed on June 4, 1991. Under Section 3(1) (d) (iii), the new Act states that the Canadian broadcasting system should "through its programming and the employment opportunities arising out of its operations, serve the needs and interests, and reflect the circumstances and aspirations, of Canadian men, women and children, including equal rights, ..." This legislation applies to all broadcasters, requiring them to comply with the practice of employment equity by employing a broad cross-section of Canadians at all levels of the industry.

The Canadian Broadcasting Corporation's (CBC) commitment to employment equity is indicated by the increase in the number of female employees from 37% in 1988 to 38% in 1991. The representation of women in management moved from 19% in 1988 to 22% in 1991. Despite a 25% staff reduction, women maintained their share of upper level management positions at 13% in 1991. The proportion of female reporters has increased from 40% in 1988 to 42% in 1991.

In August 1991, the Canadian Radio-television and Telecommunications Commission (CRTC) formally announced its endorsement of the Canadian Broadcast Standards Council (CBSC). The Council administers specific codes of broadcast conduct (broadcasting ethics, television violence and sex-role portrayal), and provides a means of recourse for members of the public regarding the applications of these standards.

In October 1991, with the endorsement of the CRTC and the Department of Communications, the non-profit organization Canadian Women in Radio and Television (CWRT) was established. CWRT intends to work with broadcasters, industry associations and

regulators to implement training and development programs for women in broadcasting. Its objectives are to improve the quality of Canadian radio and television; to promote the entry, development and advancement of women in the electronic media and allied fields; and to serve as a forum for communication.

The National Film Board (NFB) continues its commitment through "Studio D" and "Regards de femmes" to bring women's perspectives into the media and to provide opportunities for the full participation of women in all aspects of its film production and marketing activities. Both women's units endeavour to respond to community needs in the choice of films they produce. The Women's Market Development Group, created in 1987, operates as a film marketing network within the women's community across Canada.

In 1990, New Initiatives in Film (NIF), was developed to provide filmmaking opportunities for women of colour and women of the First Nations. In 1991, the NFB established Studio 1, which has a mandate to provide native people the opportunity to produce and direct films.

As a result of Employment Equity initiatives, the representation of women in the senior management of the NFB is now at 27% and 23% in middle management. Within the filmmaking group, women account for 33% (includes: producers - 34%; film directors - 32%; cinematographers - 17%; editors - 50%). An integral part of the NFB's Employment Equity program is to ensure that women directors and producers receive an equal share of the resources to produce films, in all film categories. In 1990, women's share of resources had reached the following levels: animation films (28%); documentary films (43%); feature films (41%); docu-drama films (48%); multi-media production (62%). In addition, the NFB offers apprenticeship and training programs, as well as workshops designed for women in various filmmaking crafts. These programs are offered across Canada through the NFB studios.

The Canadian government funds the Federal Women's Film Program whose aim is to promote the working together of federal government departments and agencies to ensure the production and distribution of timely films which reflect the power of film exploring issues of equality and justice for women. These films are availalble through any office of the National Film Board.

References:

Canadian Voices Canadian Choices: A New Broadcasting Policy for Canada. Supply and Services Canada, 1988.

Media and Society: A Guide to the NFB Media Literacy Video. Montreal: National Film Board of Canada, 1989.

See also: **Sexual Stereotyping**
Sexual Stereotyping in Educational Curricula

Pornography **FLS para., 85**

Stereotypes of the roles of women and men, and of female sexuality, abound in all countries. Even the most minor stereotypes contribute to popularly-held beliefs which intensify discrimination against women in all aspects, including employment and family life. Pornography is considered an extreme form of the portrayal of women as sex objects.

What the FLS paragraphs say:

- high priority should be given to substantial improvements in the image of women portrayed in the media and to controlling pornography and other obscene portrayals of women.

Canadian situation:

Federal legislation deals with pornography, violence and the degradation of men, women and children. The federal Criminal Code addresses obscenity, not pornography, with a definition based on "community standards". Revenue Canada, Customs and Excise, prevents importation of material falling within the terms of these definitions under the Customs Tariff.

The Canadian Radio-television and Telecommunications Commission (CRTC) has in place regulations prohibiting abusive and obscene comments or pictorial representation in Section 5(1) of the CRTC's Television Broadcast Regulations, 1987 which specifies what a television station or network operator shall not broadcast. The private broadcasters' sex-role portrayal code specifies that programming and advertising shall refrain from the exploitation of women, men or children through innuendo, mode of dress or camera focus, and that the sexualization of children is unacceptable.

The May 1991 Speech from the Throne announced that the Minister of Justice will draft legislation to prohibit child pornography.

Through the Women's Program of the Secretary of State Department, the government provides support to women's groups such as the Canadian Coalition Against Media Pornography (CCAMP), to give input to the development of public policy on these issues.

Prostitution **FLS paras., 290,291**

Women are often reduced to sex objects and marketable commodities by forced prostitution, sex tourism and pornography. Forced prostitution imposed on women is often a result of rapid urbanization and immigration which leaves women under-employed or unemployed. As well, women's traditional dependence on men leaves them vulnerable to forced prostitution. Refugees and missing persons often include women who are thus victimized.

What the FLS paragraphs say:

- women are often the victims of trafficking and involuntary prostitution;
- international measures should be introduced to deal with this issue;
- governments should provide alternative employment opportunities for prostitutes; and
- strict enforcement measures should be introduced to stem the violence, drug abuse and crime related to prostitution.

Canadian situation:

Bill C-49, An Act to Amend the Criminal Code (Prostitution), was enacted in December 1985 by the Parliament of Canada to respond to the problem of street solicitation for the purposes of prostitution. This section, now section 213 of the Criminal Code, makes criminal the attempt to communicate with or to stop a person, in a public place (redefined to include a private vehicle) for the purposes of obtaining the sexual services of a prostitute. Prostitution per se is not an offence in Canada.

The Parliamentary Standing Committee on Justice and the Solicitor General reviewed section 213 of the Criminal Code in the fall of 1989 as part of a legislated review process. An Interdepartmental Steering Committee and Working group, including Status of Women Canada, assisted in the preparation of the government's response to the Committee report. In March 1991 the government recommended that programs to help prostitutes should not be limited only to those wishing to leave the trade, but should be aimed at improving the health and safety of all prostitutes; that fingerprinting and photographing prostitutes charged under section 213 were not appropriate measures, as this would further criminalize prostitutes; and that it was not appropriate to amend the Criminal Code to provide judges with the discretion to suspend driving privileges.

On January 1, 1988, Bill C-15, An Act to amend the Criminal Code and the Canada Evidence Act, became law in Canada. This legislation contains specific provisions relating to juvenile prostitutes which impose a criminal sanction against customers of young prostitutes and a harsher penalty for living on the avails of juvenile prostitution.

Sexual Harassment **FLS para., 139**

The sexual harassment of women (unwanted touching, demands of sexual favours, etc.) by employers and co-workers has been an emerging issue over the past decade.

What the FLS paragraphs say:

- measures are proposed to prevent sexual harassment on the job and sexual exploitation in specific jobs; and
- governments should develop appropriate legislative measures for redress for harassment.

Canadian situation:

Sexual harassment is prohibited in all jurisdictions by human rights codes, either expressly or through judicial interpretations. In a unanimous decision the Supreme Court of Canada held that sexual harassment is sex discrimination. All jurisdictions in Canada prohibit sex discrimination through their human rights codes. The Canadian Human Rights Act forbids harassment under any of the 10 grounds specified in the Act. Provisions in the Canada Labour Code establish the right of employees in the federal jurisdiction to employment which is free of sexual harassment and require employers to implement policies and practices to ensure protection of this right.

The Women's Bureau of Labour Canada has produced a video entitled "Sexual Harassment in the Workplace", which deals with the issue in an informative and educational manner. Through a series of vignettes, interviews, and presentations, the video explores the issue of sexual harassment, outlines employers' obligations and responsibilities and employees' rights under the Canada Labour Code, and provides information on prevention and redress.

The Government of Canada reaffirmed its commitment to a workplace free of harassment through its revised policy on harassment in the workplace. First adopted in 1982, the policy was reissued in January 1989. The policy defines harassment as any improper behaviour by a person employed in the Public Service that is directed at, and offensive to, any employee of the Public Service and which a person knew, or ought to have reasonably known, would be unwelcome. It comprises objectionable conduct, comment or display made on either a one-time or continuous basis that demeans, belittles, or causes personal humiliation or embarrassment to an employee. It also clarifies the rights of both the alleged victims and persons against whom a complaint has been lodged and the procedures to be followed by departments in investigating complaints.

Sexual Stereotyping **FLS paras., 56,85,206**

Communications have a cumulative impact on the perception of individuals. The media's portrayal of stereotyped images of women can have a profoundly adverse effect on attitudes towards and among women. It is therefore essential to eliminate such images in order to increase public awareness that women can and should be equal partners with men.

What the FLS paragraphs say:

- many obstacles to the equality of women are a result of sex-stereotyping;
- governments are called upon, through legislation and public education, to improve the portrayal of women in the media and to promote positive images of women; and
- sexual stereotyping is also clearly linked to the participation of women in communications decision-making.

Canadian situation:

The government is concerned with the manner in which broadcasting reflects Canadian women. The government feels that distorted and distasteful stereotyping must be eliminated and that women must be offered equal opportunity to participate fully in all aspects of the Canadian broadcasting system.

In October 1990, the Canadian Radio-television and Telecommunications Commission (CRTC) published the Canadian Association of Broadcasters (CAB) revised industry guidelines in the Sex-Role Portrayal Code for Television and Radio Programming which is a condition of licence imposed on private broadcasters.

At the same time, the Canadian Broadcasting Corporation (CBC) was asked to review its policy on sex-role stereotyping. The Revised CBC Guidelines on Sex-role Portrayal were approved by the CRTC in October 1991. The CBC has set out how presence, diversity, roles and balance are to be treated in all programs and commercials broadcast on CBC networks and stations. The Corporation has prohibited unjustifiable and uncalled for generalizations; decreed that verbal and visual exploitation of individuals will not be condoned; and stated that the language used by its on-air personnel must respect "the principle of equality between women and men".

The new Broadcasting Act, passed by Parliament in June 1991, declares that "the Canadian broadcasting system should....through its programming and the employment opportunities arising out of its operations, serve the needs and interests, and reflect the circumstances and aspirations, of Canadian men, women and children, including equal rights...." (3(1) (d) (iii).

The Women's Program of Sport Canada collaborated with the Canadian Association for the Advancement of Women and Sport and Physical Activity, as well as national sport governing bodies and services, to produce an information kit to assist the Canadian media in providing equitable coverage of women athletes at major international games.

See also: **Communications Policy - Women's Participation**
Pornography

Victims of Crime **FLS para., 76**

Laws dealing with violent crimes, wife battering, or crimes of a sexual nature against women have generally been based on historical concepts of women as property, on valuing chastity, and on inaccurate stereotypes of women's sexuality and credibility. These attitudes often also permeate the enforcement and prosecution process.

What the FLS paragraphs say:

- specific measures should be provided to address the needs of women as the victims of crimes, including victims of incest, sexual assault and wife battering;
- legislation and the enforcement of legislation should be introduced to end the degradation of women;
- attention should be paid in criminology training to the situation of women; and
- guidance should be given to enforcement authorities to deal sensitively with victims.

Canadian situation:

Over the past decade, significant amendments have been made to Canadian law to address the needs of women as victims of crime, including sexual assault. In 1987, the federal government enacted a series of measures intended to assist victims of crime. Among those measures was the creation of a victim assistance fund, and amendments to the Criminal Code to make the criminal trial and sentencing process more responsive and sensitive to the needs of victims.

The federal Criminal Code includes legislation that governs the substantive, procedural and evidentiary aspects of sexual assault law in Canada. In 1983, the federal government enacted section 276 of the Criminal Code, which restricted the use of evidence of a complainant's sexual history. In 1991, the Supreme Court found that this section violated an accused's right to a fair trial under the Charter, and struck it down.

In December 1991, the Minister of Justice introduced Bill C-49, in order to protect victims of sexual assault from the unnecessary revelation of past sexual history, while ensuring that the rights of the accused to a fair trial were upheld. The proposed legislation provides for strict guidelines in determining when past sexual history can be admitted as evidence in a trial and outlines the procedures that must be followed in admitting such evidence. The proposed law modifies the defence of honest belief, and defines the notion of consent to sexual activity. This legislation would require a man to ensure that a woman consents to sexual contact, either by words or by actions.

In 1988, An Act to Amend the Criminal Code (Victims of Crime) made the criminal trial and sentencing process more responsive and sensitive to the needs of victims of crime; however, the expanded restitution provisions have not yet been proclaimed.

The enforcement of the Criminal Code and the treatment of victims is a shared responsibility between federal and provincial governments. The application and interpretation of the law is carefully monitored by justice authorities, statistical gathering bodies and non-governmental organizations at federal and provincial levels. Many police services have developed special protocols or procedures for dealing with victims of violent crime such as sexual assault, incest and wife battering.

The federal government has supported a number of local initiatives which emphasize the co-ordination of services to victims of crime as well as model victim assistance projects which either involve the police as primary providers of assistance or as collaborators with private sector agencies. In order to ensure that complete forensic evidence is collected and to facilitate investigations, the Royal Canadian Mounted Police (RCMP) has also developed and distributed sexual assault evidence kits. RCMP detachments are presently training their officers on the special needs of victims with respect to shelters, counselling, professional and financial services. The number of volunteers working in collaboration with the police forces is increasing throughout Canada. Significant efforts are made through government policies and programs to reduce victimization by enhancing community awareness and public understanding of the long-term effects of victimization.

In respect to victims of crime, the National Parole Board has developed a brochure explaining the purpose of parole, as well as the parole process, policies and procedures. Furthermore, the Board has identified resource persons both at the regional offices and at headquarters to whom victims can make oral presentations.

In January 1988, An Act to Amend the Criminal Code and the Canada Evidence Act amended legal procedures to better protect children and youth who were victims of sexual abuse. The Act permits young children to testify in court and provides more sensitive procedures for obtaining their evidence. Firstly, the name of the young victim is not released to the public. As well, the Act permits a judge to allow a young complainant to testify outside the courtroom or behind a screen, so that the complainant does not see the accused, and is not frightened by the presence of the accused. These amendments also removed the need for corroboration of a child's testimony, meaning that a court can now convict solely on the basis of a child's account of the abuse. The effectiveness of the Act is currently being evaluated in preparation for a Parliamentary review in 1992.

The National Victims Resource Centre, managed by the Department of Justice Canada, collects and disseminates information regarding victimization research, program development and victims' services and programs.

See also: **Violence Against Women**

Violence Against Women **FLS paras., 76,231,245,258,271,288**

Women suffer from violence in ways which are directly linked to their gender and to the attitudes of society (and specifically of men) regarding the role and status of women. Examples of this violence include wife battering, sexual assault, incest, elder abuse and sexual harassment. Traditionally, legal recourse for women suffering these types of abuse has been inadequate, if not non-existent. While legislative and policy changes have taken place, the primary obstacle in addressing these problems remains attitudinal.

What the FLS paragraphs say:

- governments should undertake measures which would prevent and eliminate all violence, including family violence;
- governments should provide shelter, support and legal and other services to abused women and their children;
- governments should increase public awareness of violence against women as a societal problem; and
- policies, legislation and rehabilitative programs should be instituted for offenders.

Canadian situation:

For a number of years, the issue of violence against women has been addressed through a number of distinct initiatives on prostitution, harassment, wife assault, sexual assault or pornography. One of the major initiatives was The Family Violence Initiative which was launched in 1988 and was expanded in 1991 as described further. The tragedy of December 6, 1989, which saw fourteen young women gunned down in Montreal had a catalytic impact whereby women's groups began to focus more definitively on an "umbrella" conceptualization of the problem, that is, that all forms of violence against women are interconnected.

In June 1990, federal, provincial and territorial Ministers Responsible for the Status of Women co-signed the Lake Louise Declaration on Violence Against Women.

In November 1990, A Parliamentary Subcommittee on the Status of Women commenced hearings on this issue and heard over 30 women's groups. Its report, The War Against Women, was tabled in the House of Commons in June 1991. A life without fear of violence is every woman's right and only a continuing effort, involving all the partners in Canadian society, will be effective in changing the attitudes and features of society that lead to the abuse of women.

The renewed Family Violence Initiatives, announced in February 1991, provide federal support in the amount of $136 million over four years for programs and research in the areas of health and social services, criminal justice, community action, housing, and support for services in Aboriginal communities. Women are an important focus of the Initiative since they are frequent victims of family violence. Co-ordinated by Health and Welfare Canada,

the Initiative includes the following programs administered by the Departments of Health and Welfare ($55.6M), Justice ($7.1M), Solicitor General ($23M), Secretary of State ($6.6M), Multiculturalism and Citizenship ($1.1M), Indian and Northern Affairs ($21.6M) and Canada Mortgage and Housing Corporation ($21M):

- support for community-based projects to promote understanding and awareness of family violence and to mobilize preventive action;
- measures to strengthen the legal framework related to family violence, including a review of applicable laws and enhanced training for the judiciary;
- support for prevention and intervention approaches to family violence that are organized and delivered by Indian and Inuit communities;
- programs to improve intervention and treatment services, including the development of treatment-oriented demonstration projects, new approaches to protecting and helping victims, as well as programs for federal offenders with a high risk for family violence and consideration of the potential role of their victims in decisions to grant conditional release;
- creation of additional emergency shelter units for battered women and their children, as well as a new program to meet their longer-term housing needs;
- measures to enhance the co-ordination and exchange of information related to family violence; and
- information materials and services which are sensitive to the needs of ethnocultural and visible minorities.

The 1991 Family Violence Initiatives are a "call to action" to involve as many different sectors of Canadian society as possible in addressing the problem of family violence and to promote partnerships between them. For example, Health and Welfare Canada is providing multi-year funding to the YWCA of/du Canada to develop and implement a national community action project on violence against women. The project is being guided by an advisory task force with representation from national non-governmental organizations, professional organizations and the private sector.

Another example of an initiative to promote collaboration between academics, community workers, policy makers, and other interested parties, is the establishment of a network of research centres on family violence and violence against women. The Centres, sponsored by Health and Welfare and the Social Sciences and Humanities Research Council of Canada, will each receive up to $500,000 over five years.

At their annual meeting in June 1991, Federal/Provincial and Territorial Ministers Responsible for the Status of Women were able to further advance their collective work in this area by adopting Building Blocks: a Framework for a National Strategy on Violence Against Women, which outlines measures which can be taken by various levels of government, communities and individuals toward the elimination of violence against women.

Violence against women was a key topic of discussion at the June 1991 National Symposium on Women, Law and the Administration of Justice, sponsored by the Department of Justice. Federal, provincial and territorial Ministers of Justice met with a broad range of non-governmental experts to examine topics related to women and the justice system.

In August 1991, the Minister Responsible for the Status of Women announced the creation of a Canadian Panel on Violence Against Women. This Panel will examine the issue of violence against women through an interactive, responsive and grass-roots dialogue. This examination will heighten public awareness of the problem and lead to the development of solutions related to root causes of violence against women. The Panel will produce a report and recommendations in December 1992.

The government's response to the First Report of the Standing Committee on Health, Welfare, Social Affairs and the Status of Women (ie: The War Against Women) was called Living Without Fear...Everyone's Goal, Every Woman's Right. It was released in November 1991. This response outlines a course of federal action to address violence against women. It includes a new public education initiative, co-ordinated by the federal government, which will seek to involve the private sector, women's and other non-governmental organizations, and provincial and territorial governments.

In the fall of 1991, the Secretary of State department issued a publication entitled, Freedom From Fear: A Woman's Right, A Community Concern, A National Priority. It was released under the signatures of the Minister Responsible for the Status of Women, the Secretary of State and the President of the Federation of Canadian Municipalities. That Department, jointly with five other federal departments and agencies, is sponsoring a three-year crime prevention program in partnership with the Federation of Canadian municipalities.

As part of that Initiative, the issue of violence against women has received specific attention, including a thematic workshop at the International Conference on Urban Safety, Drugs and Crime Prevention, held in Paris in November 1991.

The Ministry of the Solicitor General is examining the role of police and corrections in responding to violence in society. Recent projects address issues related to the implementation and effectiveness of charging policies in Canada. Programs are provided to all RCMP recruits to sensitize them to the issue of violence against women. Proposed legislation tightening parole provisions for sexual and other violent offenders, and recognizing the involvement of victims in the corrections and parole process, was introduced in Parliament in October 1991. A major research project on the effectiveness of treatment programs for men who batter will be undertaken by this Department.

The Parliament of Canada has declared December 6 "A National Day of Remembrance and Action on Violence Against Women" and many groups and communities have initiated programs and commemorative events on this date.

On December 5, 1991, An Act to Amend the Criminal Code (Firearms) received Royal Assent. The new law imposes tighter restrictions on the sale and use of firearms.

International action by Canada:

In October 1990, the Commonwealth Women's Affairs Ministers met in Ottawa and discussed the issue of violence against women as part of the agenda.

In August 1991, an expert group was convened to study the viability and prepare a draft of a Convention on Violence Against Women, for eventual adoption by the InterAmerican Commission on Women. States Parties have been asked to comment upon this draft convention and the draft Convention will be on the Agenda of the next Assembly of Delegates in October 1992.

In November 1991, as a result of a Canadian-initiated resolution, the United Nations held an Expert Group Meeting to address violence against women and to examine the possibility of developing an international instrument to deal with the issue.

The Expert Group made a number of recommendations, including the adoption of a draft Declaration on Violence against Women. The UN Committee on the Elimination of Discrimination Against Women studied the issue of violence against women at its eleventh session in 1992 and issued General Recommendation No. 19 which recommends that states take all legal and other measures which are necessary to provide effective protection of women against gender-based violence.

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The War Against Women, Ottawa, House of Commons, June 1991.

Freedom From Fear: A Woman's Right, a Community Concern, A National Priority, Secretary of State, Ottawa, 1991.

Living Without Fear...Everyone's Goal, Every Woman's Right, Status of Women Canada, Ottawa, 1991.

Building Blocks: A Framework for a National Strategy on Violence Against Women, Status of Women Canada, Ottawa, 1991.

See also: **Victims of Crime**
Legal Reform - Research

WOMEN WITH SPECIAL NEEDS

Aboriginal Women **FLS paras., 302-304**

Aboriginal or indigenous women are, in many countries, doubly disadvantaged by reason of their sex and racial origin.

What the FLS paragraphs say:

- fundamental human rights should be guaranteed to indigenous women;
- these women should have access to training and education;
- they should have access to health and welfare services in their own language; and
- they should participate fully in the development and implementation of programs affecting them.

Canadian situation:

According to the 1986 Census, about 3% of Canada's population are of aboriginal (Indian or Inuit) origin. Both aboriginal women and men have lower labour force participation rates and higher unemployment rates than other groups in Canada. They also have lower educational attainment and income and are over-represented in unskilled occupations. In 1986, the labour force participation rate of aboriginal women was 51.0% in comparison to 55.9% for all women and 70.3% for aboriginal men. The unemployment rate of aboriginal women at 21.5% was about 2 percentage points lower than that of aboriginal men (23.5%). It was almost twice as high as the 11.2% unemployment rate of all women in Canada.

The occupational distribution of aboriginal women indicates that they are overrepresented in service occupations. In 1986, 22.6% of aboriginal women were in service occupations, as compared to 15.6% of all women in Canada.

About 25% of aboriginal women in 1986 had less than grade 9 education in comparison to 17.6% of all women in Canada. Less than 4% of aboriginal women have university degrees as compared to 7.9% of all women in Canada.

The Aboriginal Women's Program of the Secretary of State is the primary source of federal funding to aboriginal women's groups for purposes of improving their socio-economic and political status. Its 1991-92 budget was $2.4 million. The overall mandate of this Program is to enhance, promote and foster the social, cultural, economic and political well-being of aboriginal women within their own communities as well as within Canadian society.

In August 1991, the government established the Royal Commission on Aboriginal Peoples to examine a broad range of issues concerning aboriginal peoples in Canada. The Commission is composed of seven Commissioners, three of whom are women. As part of its mandate, the Commission will examine the position and role of aboriginal women under existing and future social conditions and legal arrangements.

In this regard, the Commission may examine, in particular, issues related to financial and property provisions upon divorce, aboriginal groups and the role of aboriginal women in political institutions in their own communities and in non-aboriginal society.

In March 1991, the government announced the creation of an Aboriginal Women and Economic Development Steering Committee and Co-ordinator's office, which is part of the Canadian Aboriginal Economic Development Strategy (CAEDS). A key goal of CAEDS, announced in 1989, is to provide long-term employment and business opportunities to Canada's aboriginal citizens. The new initiative is jointly funded by the departments of Employment and Immigration, Industry, Science and Technology, Indian and Northern Affairs and Status of Women Canada. A total of $840,000 will be provided over a four-year period toward the work of the Steering Committee. The Committee has been incorporated under the name Economic Development Canada and Aboriginal Women (EDCAW).

The Aboriginal Economic Development Programs (AEP) of Industry, Science and Technology (ISTC), play a key role in implementing CAEDS and ensure that aboriginal women have equitable access to all components of the program.

The Family Violence Initiatives, announced in February 1991, provide federal support in the amount of $136 million over four years for programs in the areas of health and social services, criminal justice, community action, housing, and support for prevention and intervention approaches to family violence that are organized and delivered by Indian and Inuit communities.

In 1991-92, the Family Violence Initiatives were incorporated within the Aboriginal Women's Program of Secretary of State, with a four year budget of $1.1 million. These funds will be used to enhance existing community resources and to explore culturally relevant solutions to the problem of family violence. With the Family Violence Initiatives, aboriginal women take a lead role in addressing the issue in terms of a holistic, community-wide healing process involving both the extended and the nuclear family. The elimination of family violence continues to be identified as a high priority in Aboriginal communities.

The Public Service Commission of Canada administers the National Indigenous Development Program, designed to increase the representation of aboriginal peoples at all levels in the federal Public Service through on-the-job-training and career development opportunities. The Commission also administers the Northern Careers Program which is aimed at increasing the number of aboriginal peoples at all levels in the federal Public Service north of the 60° Parallel, as well as in key positions in community and native organizations, territorial and municipal governments and in the private sector. Approximately one-half of the program resources are allocated for aboriginal women.

The federal government has undertaken steps to identify options and propose policy responses with respect to the specific problems faced by aboriginal women in conflict with the law. Aboriginal women represent approximately 14% of admissions to federal custody, while representing only 2% of Canada's female population. In 1990, the Correctional Service of Canada, in partnership with the voluntary sector, created a Task Force on Federally Sentenced Women. The Task Force recommended the closure of the outdated federal women's prison at Kingston, Ontario and the construction of regional correctional facilities in close proximity to the home communities of the majority of federally sentenced women. These recommendations were subsequently approved by the government in September 1990.

In December 1991, the government announced the locations of new regional facilities in Kitchener, Ontario and Truro, Nova Scotia and the decision to locate a Healing Lodge in Saskatchewan. The Healing Lodge will be a small institution which offers aboriginal women the option of serving their sentence in a facility developed and operated on the basis of aboriginal culture. A Healing Lodge Planning Committee has been established with representation from aboriginal women's organizations and native elders to ensure that the Healing Lodge will be responsive to the unique cultural and spiritual needs of aboriginal women. In addition to the Healing Lodge and two regional facilities in Ontario and Nova Scotia, two regional facilities will be built in Alberta and Quebec to accommodate federally sentenced women.

References:

Statistics Canada, Canada 1986: Aboriginal Peoples Output Programs, A Data Book on Canada's Aboriginal Population from the 1986 Census of Canada, March 1989, Tables 7.1, 8.1 and 9.1

Availability Data Report on Designated Groups. Ottawa, Employment and Immigration Canada, January, 1989.

See also: **Economic Policies and Planning - Impact on Women**
Violence Against Women

Disabled Women **FLS para., 296**

Physical and economic disadvantages as well as social attitudes often keep disabled women in a doubly disadvantaged situation. Disabled women continue to carry family responsibilities despite their disabilities. Single parent women who are disabled or who have disabled children face a heavy economic burden. Disabled women can face discriminatory treatment in employment, housing, recreation, communications, health and social services and transportation. As caretakers of disabled persons, women quite often bear the full burden of caring for the disabled members of their families, while also working outside the home.

What the FLS paragraphs say:

- governments should adopt the Declaration on the Rights of Disabled Persons and the UN World Program of Action concerning Disabled Persons;
- the greater participation of disabled women in all occupational and social rehabilitation measures as well as in all aspects of life is urged; and
- the rights of intellectually disabled women and minors should be respected, recognizing in particular, disabled women's right to obtain health information and to consent or refuse medical treatment.

Canadian situation:

Women with disabilities can face discriminatory treatment in employment, housing, education, recreation, communications, health and social services and transportation. Women with disabilities are doubly disadvantaged because they are women and have a disability. Their economic situations, as well as social attitudes, make them even more vulnerable than the general female population. Single parent women who are disabled, or who have disabled children, face a heavy economic burden. In addition, women with invisible disabilities (developmental disabilities, learning disabilities, or those who have mental health problems) face more barriers than women who have a physical disability (mobility or visual disability or women who are deaf or hard of hearing).

Canada's evolving response to implementation of the UN World Program of Action concerning Disabled Persons (WPA) has focused on a variety of strategies and interventions including legislation promoting awareness and facilitating partnerships among various sectors to promote positive change in the status of disabled persons.

The Public Service Commission of Canada administers a special ACCESS Program, which provides on-the-job training for persons with disabilities who require additional work experience to compete equitably for positions in the federal Public Service. Approximately one-half of the program

resources are allocated for women. The Commission also administers a Technical Aid Loan Bank which provides public servants who have disabilities with short-term loans of work-essential devices that help them work with greater ease, independence and creativity.

In the Spring of 1991, the government announced new initiatives on Family Violence. The Disable Persons' Participation Program at Secretary of State received $1.1 million over four years to address issues of violence and abuse as they relate to persons with disabilities. Funded activities include awareness and promotional projects on this issue, as well as research as to the extent and scope of the problem. Projects should address prevention measures and solutions to improve the situation of abuse and violence.

In September 1991, the government announced a National Strategy on the integration of persons with disabilities. This Strategy involves Secretary of State, Health and Welfare Canada, Indian and Northern Affairs, Communications Canada, Justice Canada, Transport Canada, Labour Canada, Employment and Immigration, Canada Mortgage and Housing Corporation and Fitness and Amateur Sport. Initiatives planned by the various departments will have an impact on the lives of persons with disabilities, as well as further their issues. The main objectives of this Strategy are equal access, full participation and the economic integration of persons with disabilities in all aspects of Canadian life. Within the context of the National Strategy, Secretary of State will establish a clearinghouse of information on disabilities. This central data base will be beneficial to the disabled women's movement, as it will assist them in establishing links with other organizations and researchers.

As part of this initiative, Canada Mortgage and Housing Corporation (CMHC) received $13.2M over five years for a program to help disabled, low-income seniors remain in their homes rather than become institutionalized, and for research and demonstration activities to promote barrier-free design.

National Access Awareness Week, celebrated each year during the month of June, is geared directly at local communities across Canada to promote access for persons with disabilities in the areas of employment, transportation, housing, education and recreation. The slogan is "Access is a Right".

Employment and Immigration Canada funded (1988-91) the Job Accommodation Network (JAN) as a two-year pilot project. This service is an American-based telephone consulting service that helps employers successfully accommodate their disabled workers. JAN provides information, advice from trained consultants, and names of employers who have successfully accommodated their disabled workers. Since 1991, the Canadian Council on Rehabilitation and Work has the contract to monitor JAN's service to Canada and to promote the concept of accommodation.

In 1986, Canadian disabled women organized their own group, Disabled Women's Network (DAWN). Their main objective is to be the voice of women with disabilities in Canada. In addition, they establish and maintain a communication network among disabled women, provide public education about the needs and concerns of disabled women, provide support and resources to disabled women, provide role models for disabled girls, network with women's groups to ensure that the concerns of women with disabilities are included in mainstream issues and research subjects of interest to women with disabilities.

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Statistics on Persons with Disabilities in Canada, A summary of the Economic Profile, Secretary of State, 1990

Research by/for/with Women with Disabilities, G. Allan Roeher Institute, York University, North York, Ontario, 1990

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Health and Activity Limitation Survey, Highlights: Persons with Disabilities in Canada, Ottawa, Statistics Canada, 1990, Cat. No. 82-602.

Health and Activity Limitation Survey - Special Topic Reports, Statistics Canada, (published throughout winter and spring of 1989-90).

Physical Activity Patterns and Needs of Physically Disabled Women in Canada, Fitness Canada, Ottawa, 1987

Physical Activity and Women with Disabilities...A National Survey, Fitness Canada, Ottawa, 1989

Elderly Women **FLS paras., 141,286**

An increasing proportion of the world's population is elderly and the majority of the elderly are women. Many elderly women are poor and rely for their income on government assistance programs. These women often face housing and health difficulties. To deal with these problems special measures directed to the elderly and in particular, elderly women, are needed.

What the FLS paragraphs say:

- the 1982 World Plan of Action on Aging recommended to governments the need for policies to direct social insurance for aging women; and
- governments are also instructed to explore the possibilities of employing elderly women in productive jobs encouraging their participation in social and recreational activities.

Canadian situation:

An estimated 19.3% of Canadians aged 65 and over were below the low income cut-off levels in 1990. This figure is down from 21.4% in 1989 and continues the downward trend in rates for seniors observed during the 1980s. However, within this low-income group, 71.4% are women. A further breakdown shows that in 1990, 10.9% of families headed by women over 65 were considered to be low-income, compared to 7.9% of those headed by men 65 and older. An estimated 47.1% of unattached women over 65 were low-income, compared to 33.3% of unattached men 65 and older.

The Minister of State for Seniors is responsible for focusing public discussion on issues of concern to older Canadians, advising the federal government on how to improve its programs and services to make them more responsive to the real needs of seniors, and communicating and consulting with seniors and the public. The Minister Responsible for the Status of Women works closely with the Minister of State for Seniors in this regard.

Government income security and public pension plans provide the major source of income for Canadian seniors, and unattached women 65 and over rely heavily on these sources of income. The Spouse's Allowance Program has been extended to include all low-income, widowed persons age 60 to 64. As a result, approximately 50,000 Canadians, the majority of whom are women, receive a maximum yearly benefit of about $8,792 (1992).

The Canada/Quebec Pension Plan (CQPP), a compulsory, contributory, social insurance program provides a basic level of protection against the loss of earnings normally associated with the retirement, disability or death of the wage earner. Recent amendments to the Canada/Quebec Pension Plan allow for flexibility in commencement of the pensions

between age 60 and 70. Another amendment allows the survivor benefits to continue after remarriage. The Plan also recognizes that CQPP retirement pensions are earned by both spouses during their marriage or common law union and thus, on marriage breakdown, provides for an equal distribution of pension credits earned during cohabitation.

Awareness and education programs are developed by Health and Welfare Canada to emphasize and promote healthy lifestyles for seniors. One such program focuses on the importance of exercise throughout life, one of the aims of which is to stave off the debilitating effects of osteoporosis. In the fall of 1989, the Older Adult Unit of Fitness Canada, in cooperation with the Secretariat for Fitness in the Third Age, released Move Through the Years: A Blueprint for Action.

The Family Violence Initiatives, announced by the federal government in February 1991, will examine the special circumstances of elderly women. Federal actions are being co-ordinated through a special committee comprising 16 government departments and agencies.

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Seniors Secretariat, Health and Welfare Canada, Women in an Aging Society: Report of Proceedings, Ottawa, 1989.

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Statistics Canada, Low Income Persons, 1980-1990 (1986-Base), 1980-1990 (1978-Base), Survey of Consumer Finances, January 1992 and unpublished data.

See also: **Housing & Community Development**

Immigrant Women **FLS paras., 302-304**

Immigrant women face many problems in the areas of health, education, social services, language, employment and family. These women frequently enter Canada under the "family class" or "dependent" category and are not considered a potential part of the labour force. This categorization limits their access to language training. The language barrier causes many immigrant women specific problems in integrating into Canadian society. The lack of adequate language skills often keeps them in low paying jobs and domestic service. Those immigrants with professional qualifications frequently receive inadequate recognition of their education.

What the FLS paragraphs say:

- governments should ensure that fundamental human rights to freedom and protection, as enshrined in the relevant international instruments on civil and political rights, are fully guaranteed to women belonging to minority groups; These rights must:
  - protect ethnic, religious and linguistic identity;
  - respect economic, social and cultural rights;
  - provide access to training, job skills and education;
  - protect women's rights as workers; and
  - guarantee their occupational health and safety.

Canadian situation:

The federal immigrant integration strategy - an integral part of the five-year Immigration Plan - includes a commitment to provide an additional $200 million in funding for language training over the five-year period, and to establish new federal immigrant language training programs.

The new policy framework for language training, announced by Employment and Immigration Canada (EIC) in January 1992, is designed to strengthen partnerships and joint decision-making with stakeholders, and improve the way in which immigrant language training needs are assessed and addressed. The new policy framework will significantly increase the number of language training opportunities available to immigrants, many of whom are women. This policy will provide for more flexible training options to fit individual needs and circumstances regardless of their labour market status or intentions, and ensure that more immigrants receive timely assistance during the early stages of their settlement in Canada. The proportion of newly arrived adult immigrants receiving language training will increase from about 28% at present to about 45% in 1995, the final year of the five-year plan.

There will be new language training programs: Language Instruction for Newcomers to Canada (LINC), and Labour Market Language Training (LMLT). LINC will provide immigrants with basic communication skills that are essential for any

individual to function in our society. Training options will be matched to individual needs and will help participants achieve a first level of language competency. This program will account for approximately 80% of EIC's language training funds. Some training arrangements will include support for child care and transportation to help those clients, many of whom are women, who would otherwise be unable to pursue training. Where feasible, access will also be improved by offering part-time, community-based, workplace-based, and self-study options. It is anticipated that this new approach - the combination of existing income assistance programs, and the increased funds devoted to language training - could increase the number of trainees from approximately 19,700 to 27,000, representing a 70% increase.

The Labour Market Language Training Program (LMLT) will provide specialized or advanced language training oriented to labour market needs. Those eligible will be immigrants who already have achieved a basic level of language competency, comparable to those who have completed training through LINC; those who meet regular labour market program criteria; and those who have occupational skills, or the potential to acquire those skills, that are required by the local labour market. The program will account for approximately 20% of EIC language training funds.
LMLT training will be provided through a variety of avenues, ranging from full-time classroom training to workplace training which blends language and occupational skills development. Special efforts will be made to assist women and visible minorities achieve the language skills required to participate fully in the labour market.

Through the Immigrant Settlement and Adaptation Program (ISAP), government funds are provided to non-government organizations at the community level to deliver direct and essential services to all newcomers including: reception and orientation, translation and interpretation, referral to community resources, para-professional counselling, general information and employment-related services. Under ISAP, community organizations are funded to operate Job Finding Clubs which are open to all immigrants, both men and women. These three-week sessions include intensive job search techniques and applications of skills learned, including interviews, preparation of resumes and telephone use.

Another initiative under ISAP, is the HOST program, made permanent in April 1991, which funds community organizations to recruit and train host groups to be matched with newcomers. This link enhances adaptation by facilitating access to services, community orientation and social support, reinforcing language skills and generally improving the newcomer's sense of well-being and acceptance in the community. In addition, the Canadian volunteer learns about the immigrant's country of origin and customs. In essence, the HOST program encourages hosts and newcomers to learn about each other.

The Community Support and Participation Program of Multiculturalism and Citizenship Canada provides financial assistance to ethnocultural organizations, visible minority and immigrant women's groups, and agencies working with immigrants. Support is available for projects to deal with questions such as long-term integration, access to public services, overcoming barriers to full participation and improving organizational effectiveness to deal with these issues. The Community Support (CS) component of the programs helps ethnocultural and visible minority women through their community-based organizations. The Citizenship and Community Participation (CCP) supports activities that address the long-term integration needs of Canadians born outside of Canada. They address women's roles and expectations in this country, and provide strategies to rectify inequalities and injustices immigrant women face such as family violence, spousal abuse, access to services and training.

The National Organization of Immigrant and Visible Minority Women of Canada (NOIVMWC) continues to maintain links with other groups on issues of common concern. NOIVMWC identifies language training as a key issue for employment, settlement and integration. Through the National Literacy Secretariat, the NOIVMWC has raised the concern that lack of literacy in one's mother tongue makes becoming literate in a second language, ie: English or French, more difficult. This special need should be recognized in the design of literacy programs.

See also: **Refugee and Displaced Women**
Visible Minority Women

Migrant Women **FLS paras., 67,300,301**

Migrant women are those who move either within a country or internationally to find work. They often have inadequate skills, education or resources. Those that migrate internationally encounter many of the same problems as immigrant women.

What the FLS paragraphs say:

- there should be protection of the rights of migrant workers and their families; and
- special attention should be given to employment equity and equal opportunity for training and education while not forcing these people to lose their own cultural values.

Canadian situation:

Canada does not have a migrant labour movement such as that known in Europe. Temporary workers are admitted to Canada to fill specific employment vacancies and for a specific period of time. Employment authorizations are only provided after the Canada Employment and Immigration Commission has determined that there is a need for a foreign worker and that the position to be filled meets the labour market standards for that job, were it to be filled by a Canadian citizen or permanent resident. Therefore, temporary workers benefit from the same labour market standards as do Canadians.

Foreign domestic workers comprise the largest segment of females within Canada's temporary worker group. Since 1981, foreign domestic workers, female or male, have had the right to apply for permanent resident (immigrant) status within Canada after their second consecutive year with a temporary employment authorization if they meet certain criteria as outlined to them prior to entry. The foreign domestic program is currently under review.

See also: **Immigrant Women**
Rural/Farm Women

Refugee and Displaced Women **FLS paras., 298,299**

Women and children constitute up to 80% of all refugee populations. Refugee and displaced women and children are exposed to a variety of extremely difficult situations which affect their physical, psychological and material well-being. They frequently suffer physical disability, lack of physical safety, emotional stress, and the socio-psychological effects of separation or death of a family member.

Concomitantly, they are often obliged to rapidly assume changed socio-economic roles within the context of new and limited environments including lack of adequate food, shelter, health care and social services. Special attention has to be devoted to women with special needs (single mothers, pregnant and lactating women, the elderly, and the disabled). Furthermore, the need for comprehensive and expanded assistance programs should be emphasized with an aim to improve and maximize the potential and capacities for self-reliance of refugee and displaced women and their families.

What the FLS paragraphs say:

- measures should be introduced that will provide a lasting solution to the problems of refugee and displaced women and children by providing opportunities for safe and voluntary repatriation, return, or resettlement; and
- international relief assistance should be provided until these solutions are reached.

Canadian situation:

The Report of the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, After the Door has been Opened, was released in 1989. This Report, together with a Review of the Literature on Migrant Mental Health, was co-sponsored by Multiculturalism and Citizenship Canada and Health and Welfare Canada. Completed federal follow-up activity to this report includes the holding of a National Workshop of experts, sponsored by Health and Welfare Canada in September 1990, to determine research priorities in cross-cultural health. The report of this workshop, Research Priorities in Multiculturalism and Mental Health is available to government and non-government researchers in this field.

International action by Canada:

Canada is a member state of the Executive Committee of the United Nations High Commissioner for Refugees (UNHCR) and actively supports the UNHCR's protection of, and assistance to, refugee women. Currently a Canadian woman is serving as the Senior Coordinator for Refugee Women at the UNHCR.

In 1987, Canada implemented the Women at Risk Program. It was developed in cooperation with UNHCR to assist in resettling a small number of particularly needy refugee women. It is intended for women who are in danger in their country of first asylum and for women who are disadvantaged because they lack education or employment experience. Canada's Women at Risk Program has served as a model for special initiatives for refugee women undertaken by several other countries.

Refugee and Displaced Women and Children was discussed at the U.N. Commission on the Status of Women in 1991. Canada co-sponsored a resolution which described a number of steps to address this issue.

See also: **Immigrant Women**

Rural/Farm Women **FLS paras., 62,67,174-188**

Women are key food producers in many parts of the world. They are also involved in food storage, processing and marketing and they often contribute to the farm enterprise while assuming household chores and holding down an outside job. However, official statistics have usually under-represented women's role in agricultural production. Women often do not have access to services such as job training, education or farm management courses, transportation, and child care. Women have rarely been included in the decision-making process concerning rural development. In addition, socio-legal provisions of marriage and the attitudes of lending institutions make it extremely difficult for women to obtain the necessary economic security.

What the FLS paragraphs say:

- women's role as food producers should be emphasized;
- measures to improve that role by integrating women into the entire process of rural development should be introduced; and
- measures should be introduced to relieve the obstacles facing women in their role as food producers by:
  - improving access to land and credit and training;
  - providing new technologies; and
  - increasing involvement in technical co-operation.

Canadian situation:

Rural women in Canada include not only farm women, but also women in households which draw their income from forestry, mining, in-shore fisheries, tourism, and the provision of services - both in local communities and in more distant towns and cities via commuting to work. While all rural women share similar problems, particularly access to services, farm women have their own distinctive problems, particularly in the areas of economic equality and participation in decision-making.

The number of female farm operators in Canada increased from 11,235 to 13,300 between 1981 and 1986. The fact that women have played and continue to play a significant role in the agricultural economy is increasingly recognized and documented. Studies in different parts of Canada indicate that farm women spend approximately 30 hours a week on farming and, in many cases, are responsible for half the farm work. Research also shows that there are women farmers who are sole proprietors, others who own the farm in partnership with their spouse, while still other women are shareholders in a family farm corporation. A further indicator of the increased representation of women in agriculture is the fact that in 1990-91 women accounted for 43% of the full and part-time enrolment in agricultural studies, and 57% in veterinary medicine.

Agriculture Canada's Farm Women's Bureau has implemented a Farm Women's Consultation Policy to ensure that farm women's groups are consulted on general industry issues. Through the Farm Women's Information Initiative, departmental information releases and reports are distributed to approximately 100 leaders of farm women's groups.

Since 1988, Agriculture Canada's Farm Women's Advancement Program (FWAP) has provided $730,000 in assistance for diverse projects on a local and a national scale, addressing such issue areas as organizational development, improving access to decision-making, recognition of the contributions of farm women to agricultural enterprises, and furthering farm women's economic and legal status. As well, Agriculture Canada is undertaking and/or supporting research projects to develop a statistical profile of farm women's economic equality and to document farm women's participation rates in industry decision-making fora, both governmental and non-governmental.

Employment and Immigration Canada (EIC) is promoting programs and services to assist rural Canadians to tackle rural development issues. Forums of community leaders and representatives have been held with provincial and federal officials to discuss how best to work together. Efforts have been made to include women spokespersons from agricultural organizations.

The Family Violence Initiatives, announced by the government in February 1991, address the specific issues related to violence against rural women.

International action by Canada:

Canada is a member of the Food and Agriculture Organization which encourages members to raise levels of nutrition and standards of living and to secure improvements in the production and distribution of food and agricultural products. A Women in Development Unit has been established in the FAO Secretariat.

Canada also contributes aid to the International Fund for Agricultural Development (IFAD) which aims to help increase food production and alleviate rural poverty in the Third World. Some of IFAD's projects specifically address problems facing poor rural women. Canada has been involved in the monitoring of some of these projects with a view to ensuring that women are indeed major, if not primary beneficiaries.

Canada is a strong supporter and donor to the United Nations Development Fund for Women (UNIFEM). UNIFEM has a number of projects which recognize the value of work performed by rural women. These projects aim to make women's farm activities more productive by providing labour-saving technologies as well as training and credit to enhance women's roles as farmers, entrepreneurs, managers and technicians.

References:

Statistics Canada. The Daily, Cat. No. 11-001, December 5, 1988

Statistics Canada. Universities: Enrolment and Degrees, Cat. No. 89-204

Canadian Farm Women and Economic Equality: A Statistical Profile Farm Women's Bureau, Policy Branch, Agriculture Canada, Ottawa (to be released late 1992)

Canadian Farm Women's Participation in Agricultural Associations and Boards, Farm Women's Bureau, Policy Branch, Agriculture Canada, Ottawa (to be released late 1992)

Research on Women in Canadian Agriculture: A State of the Art Review, Farm Women's Bureau, Policy Branch, Agriculture Canada, Ottawa (to be released late 1992)

See also: **Credit - Women's Access**
Migrant Women
Women's Organizations: Government Support

Visible Minority Women **FLS paras., 302-304**

Over and above the difficulties faced as women, visible minority women suffer discrimination based on race, colour, descent and ethnicity. Those women born outside of Canada face the additional difficulties associated with their status as immigrants. This discrimination has a severe impact, particularly in the area of employment opportunities.

What the FLS paragraphs say:

- governments should preserve and promote the human rights, dignity, ethnic, religious, cultural and linguistic identity as well as the full participation of minority groups in societal change, paying particular attention to women in these groups;
- governments should assist minority women in the fulfilment of their family and parental responsibilities;
- specific measures should address dietary deficiencies; high levels of infant and maternal mortality; other health problems; and lack of education, housing and child care;
- training of all types should be provided to these women and services, as far as possible, should be provided in their own languages; and
- women of minority groups should be fully consulted and should participate in the development and implementation of programs for them.

Canadian situation:

Through the Department of Multiculturalism and Citizenship, the Race Relations and Cross-Cultural Understanding Program seeks to foster the elimination of racism and racial discrimination, to assist Canadian institutions, including educational institutions, to become responsive and adapt to Canada's multicultural reality, and to promote cross-cultural understanding and the principles of equality and access. Support is available for institutional change initiatives, for public education activities, for community advocacy, for cross-cultural training and for research. All of these activities help to create a supportive environment for the enhancement of opportunities for visible minority women.

It is estimated that 6.3% of Canada's population is made up of visible minorities. The labour force participation rate of visible minority women identified in the 1986 Census was higher than that of all women in Canada. The participation rate of visible minority women was 64.5%, 8.6 percentage points higher than the participation rate of all women. This was 15.7 percentage points lower, however, than the participation rate of visible minority men. The unemployment rate of visible minority women was lower than that of all women in all age groups except for those 45 years of age and over. The unemployment rate for women 15 years of age and over was 11.2% as opposed to the unemployment rate of visible

minority women which was 10.8%. The unemployment rate of visible minority women over the age of 45 was 8.4% compared to 8.3% for all women in Canada.

About the same proportion (17.5%) of visible minority women and other women in Canada have less than grade 9 education. However, more visible minority women (16.1%) than other women (10.2%) hold university degrees. The occupational distribution of visible minority women demonstrates that although they have higher levels of schooling than other women in Canada, their occupational distribution is similar except for "the other manual workers category" which accounted for 18% visible minority and 10% for all women in Canada.

Both women and visible minorities are designated target groups under the Canadian Jobs Strategy. Targets have been set to ensure that these groups benefit equitably from training and employment opportunities. These two designated groups are also part of the federal government's Employment Equity Program, and special measures to facilitate their employment are being implemented. Employment Equity Update: Members of Visible Minorities, is a fact sheet issued by Employment and Immigration Canada, which reports the revised figures on the equity profile of the visible minority groups previously published.

The Public Service Commission of Canada administers the Visible Minority Employment Program which provides incentives to federal departments to recruit members of visible minority groups to jobs in the federal Public Service. Approximately one-half of the program resources are allocated for women.

References:

Availability Data on Designated Groups, Ottawa, Employment and Immigration Canada, January, 1989.

Employment Equity Act: Annual Report to Parliament, 1991, Ottawa, Employment and Immigration Canada, December 1991.

Employment Equity Branch, Employment and Immigration Canada, Visible Minorities Summary, Tables 2, 7-0, 18-0.

See also: **Immigrant Women**

Women in Detention **FLS para., 297**

Women offenders have much in common with other disadvantaged women, especially concerning issues such as poverty, low levels of education and training, poor self-image, drug and alcohol dependency, family roles which frequently involve sole responsibility for children, and severe problems in obtaining and/or maintaining legitimate employment that pays well.

Further substantive research in the causes and nature of female criminality could lead to the development of alternative correctional models which would take into consideration the needs of women.

What the FLS paragraphs say:

- governments are encouraged to consider the recommendations of the Sixth U.N. Congress on the Prevention of Crime and the Treatment of Offenders, and the principles of the Caracas Declaration; and
- governments should design and implement concrete measures for the fair and equal treatment of women offenders.

Canadian situation:

In 1990-91, female inmates compromised 1.3% of the federal inmate population. On April 20, 1990, the Task Force on Federally Sentenced Women released its report "Creating Choices". The joint government and non-government Task Force recommended the closure of the federal Prison for Women in Kingston, Ontario, the establishment of five regional facilities for federally sentenced women, including an aboriginal Healing Lodge, and the expansion of community services and programs for federally sentenced women. The Solicitor General and the Minister Responsible for the Status of Women announced on September 26, 1990 the closure of the Prison for Women within the next four years, and the commitment of $50 million to establish the five new facilities. The location of the facilities will be consistent with the federal government's plan to accommodate federally sentenced women closer to their home communities, and in addition, reflect the unprecedented interest in, and support for, the planned initiative by communities across Canada. In December 1991, the government announced the locations of new regional facilities in Kitchener, Ontario and Truro, Nova Scotia and the decision to locate the Healing Lodge in Saskatchewan. The other two facilities will be built in Alberta and Quebec.

Through its mission statement, Correctional Service Canada (CSC) stipulates that the needs of female offenders shall be addressed properly. CSC also identified Adult Basic Education as its first education priority. In addition, it

has identified literacy as one of the three priorities for programming intervention. Basic educational programs specificially developed to meet female offenders' basic literacy needs will be offered to the Prison for Women.

The Ministry of the Solicitor General continues to provide women's organizations with core funding. The Canadian Association of Elizabeth Fry Societies (CAEFS), an organization serving the needs and interests of women in conflict with the law, receives a yearly grant.

References:

Statistics Canada. Adult Correctional Services in Canada, 1990-91 Cat. No. 85-211, Table 30.

See also: **Aboriginal Women**

Young Women **FLS paras., 53,141,146,158,287**

Many young women's attitudes and aspirations about their lives have not radically evolved with the times and circumstances. A large majority of female adolescents lack an awareness of potential barriers in accomplishing career and life goals, and new opportunities available to them, leading many to have romanticized ideas about the future. Few female adolescents are aware of the impact of sex role stereotyping on occupational choice. The "hidden curriculum" of schools continues to stream girls into traditionally "female" occupations. Young women need to be made aware of the present realities of women in the workplace, the potential impact of microtechnology on women's jobs, the difficulties of raising children as a single parent, and the increasing need for two incomes in the family.

What the FLS paragraphs say:

- governments are instructed to give consideration to the education and training of young women;
- governments should take steps to stop exploitative treatment of young women (i.e. sexual harassment);
- governments should give special assistance for socially and economically disadvantaged girls and young women;
- girls should be given equal access to health, education and employment; and
- legislative measures guaranteeing young women's rights should be enforced.

Canadian situation:

The Department of the Secretary of State has carried out several studies concerning youth; including education, crime, health, attitudes toward language issues, economic activities, social integration, demographics, community-based economic development, as well as a review of the literature on the problems and prospects of Canadian youth.

The Canadian Committee on Women in Engineering, a co-operative effort by educators, employers and professional associations, will report to Ministers by April, 1992 with recommendations on improving the participation of, and environment for, women in engineering in Canada. The Committee is partly funded by Industry, Science and Technology Canada (ISTC) and Employment and Immigration Canada (EIC). Since 1990, the National Research Council of Canada (NRC) has provided both a salary and career related training to promising women enrolled in undergraduate science and engineering programs at Canadian universities. ISTC will publish in the spring of 1992 the second volume for the Women in Science and Engineering series which includes data on the representation of women students, faculty members and administrators in community college career courses in science and engineering.

In February 1992, the Natural Science and Engineering Research Council will announce the winners of its second annual Women's University Faculty Awards, which provide salary support and a research grant to help establish outstanding women in faculty positions where they are significantly underrepresented.

In 1990, the Canadian Teachers Federation (CTF) conducted a survey across Canada, of nearly 1000 female adolescents ages 11-19, and approximately 130 of their teachers to determine their attitudes on a variety of issues affecting young women. The resulting report chronicles, in the young women's own voices, their viewpoints on a wide-range of subjects including: "world concerns" (politics, the environment), "relationships" (friends and family), "careers and future plans", "alcohol and drugs", "physical and sexual abuse" and "as women" (equal rights, discrimination, choices and abilities). This report is the first stage of a larger project: Young and Female: The Realities, Concerns, Expectations and Barriers Experienced by Adolescent Young Women in Canada. Through this multi-year undertaking, the CTF hopes to create a better understanding of the challenges and concerns that adolescent women face and be able to provide policy advice based on these findings.

In 1991, Fitness and Amateur Sport published a new edition of Women, Sport and Physical Activity: Research and Bibliography, which reviews current feminist research and serves as a guide to issues affecting the participation of women and girls in sport and physical activity. The Women's Program of Sport Canada provides support to organizations and projects to promote equity and opportunities for women in the sport system. As such, it funds the Canadian Association for the Advancement of Women and Sport and Physical Activity to carry out work as a national women's advocacy group. Also in 1991, the Women's Program initiated consultation and workshops with the national sport governing bodies to build a partnership for achieving equity for women as participants, competitors and leaders in the sport system. Physical activity and a positive self and body image are key gender-related issues being addressed by Fitness Canada, both through its support to such organizations as the Canadian Fitness and Lifestyle Research Institute and through the Vitality Program, a new joint initiative of Fitness Canada and Health and Welfare Canada.

A review of the literature and an analysis of the issues affecting girls' and young women's participation in physical activity was conducted by Fitness Canada and the Fitness and Amateur Sport Women's Program and resulted in, A Report of the National Task Force on Young Females and Physical Activity: The Status Quo and Strategies for Change, published in 1988. The findings of the report led to a "Blueprint for Action" and resource development initiatives

by Active Living Alliance for Children and Youth, a partner of Fitness Canada. Among the resources developed is the video, Because they're Young and booklet, Changing Times: Times to Change. The Women's Program of Sport Canada participated in the production of On the Move, a resource package that describes a model program for increasing opportunities for girls 13 to 17 years of age to participate in team sport programs at the community level.

International action by Canada:

Fitness and Amateur Sport represents Canada as an observer on the Council of Europe's Women and Sport Committee, which is aimed at increasing women's involvement at all levels of sport. Fitness and Amateur Sport Canada is also collaborating with the Canadian Sport and Fitness Administration Centre to support the 1992 International Professional Development Program for sport administrators, which focuses on female participation in sport.
A particular objective of the 1992 program is to initiate bilateral agreements with selected European countries to advance the position of women in sport leadership and competition internationally.

References:

Industry, Science and Technology Canada, "Rap-O-Matics", 12-minute video, Chromavision, Ottawa, 1991.

Industry, Science and Technology Canada, Women in Science and Engineering, Vol. 1 Universities 1991, Vol. 2 Community Colleges 1992.

Labour Canada, Women's Bureau. What About You? an educational video cassette and user's guide profiling six women in non-traditional careers.

Labour Canada, Women's Bureau. When I Grow Up: Career Expectations and Aspirations of Canadian School Children, Ottawa, Minister of Supply and Services, 1986.

Statistics Canada, The Labour Force Annual Averages, 1988, Ottawa, April 1989, Cat. No. 71-529, Table 1.

Statistics Canada, Youth in Canada: Selected Highlights, Ottawa, March, 1989, Cat. No. 89-511.

See also: **Adolescent Pregnancy**
Education - Women's Access

PEACE

Disarmament and Development **FLS para., 252**

The concept that "disarmament and development" constitute two elements of a broad and complex relationship was first formally articulated at the Special Session of the United Nations General Assembly devoted to Disarmament (UNSSOD I) in 1978. Subsequent UN studies on this subject were released in 1981 (Thorsson Report) and 1986 (Eminent Persons Joint Declaration).

An "International Conference on the Relationship between Disarmament and Development" was held in New York in 1987. The conference succeeded in adopting a consensus Final Document and Action Programme which established a political commitment by all participants to pursue both disarmament and development as separate objectives in the recognition that each contributes to security at the national, regional and global levels. Proposals by some Third World countries to establish an international funding mechanism for the transfer of resources from disarmament to development were not accepted by the conference.

What the FLS paragraphs say:

- efforts should be made to reduce global expenditures on armaments;
- attempts should be made to reach an agreement on internationally agreed disarmament goals in order to prevent the waste of material and human resources which might otherwise be used for development;
- resources released as a result of disarmament measures should be used to promote the well-being of all peoples and improve the economic and social conditions in developing countries; and
- particular attention should be paid in this process to the situation of women who represent a disproportionate share of the most vulnerable.

Canadian situation:

Through the operation of the Disarmament Fund, the Government of Canada is encouraging Canadians to discuss, research and disseminate information on arms control and disarmament issues, and to provide their contribution to the discussion of these questions both in Canada and abroad. Voice of Women, Project Ploughshares and Science for Peace are just some of the groups, organizations and individuals who have received financial assistance to date from the Department of External Affairs Disarmament Fund since its inception in 1980.

International action by Canada:

Like other Western countries, Canada takes the position that disarmament and development are distinct processes, related in that each contributes to security and benefits from enhanced security. Each constitutes a major Canadian policy objective to be pursued in its own right.

Canada encourages acceptance of a pragmatic, step-by-step approach to disarmament which aims at enhanced security at lower levels of arms. Canada pursues its disarmament objectives through active participation in the relevant multilateral forums and through regular bilateral contacts. For example, Canada is a member of the United Nations Disarmament Commission (UNDC) which considers and makes recommendations on various problems in the field of disarmament.

Canada played an active role at the "International Conference on the Relationship between Disarmament and Development" in 1987 and was satisfied that a consensus was reached. The real success of the conference, however, can only be assessed with the passage of time. What counts will be the practical expression of an enhanced commitment by all states to the disarmament and development processes.

The Canadian government has always been hesitant about the notion of an automatic one-to-one linkage between disarmament and development and the creation of a new international funding mechanism. Such an approach underplays the role of the developing nations in the arms control process and the need for disarmament in areas other than the East-West context. It also risks making more complicated the already difficult process of negotiating effective, verifiable arms control and disarmament agreements. Furthermore, it is not clear that disarmament measures in the East-West context will necessarily result in substantive savings which will benefit development in the near term.

Palestinian Women and Children **FLS para., 260**

Palestinian women and children are a vulnerable group in society, in part because of the violence and destabilization of the Palestinian situation. Many women around the world, in a spirit of solidarity with Palestinian women, have called on their own governments and on the international community to give support to and strive for a solution to the situation of the Palestinian people.

What the FLS paragraphs say:

- the Programme of Action for the Achievement of Palestinian rights should be kept under review with an emphasis on the role of Palestinian women in preserving their national identity, traditions and heritage;
- the special and immediate needs of Palestinian women and children should be identified and appropriate provision made;
- United Nations projects should be initiated to help Palestinian women in the fields of health, education and vocational training;
- studies on the living conditions of Palestinians should be carried out by the United Nations and the results of these studies should be given broad publicity to promote action; and
- Palestinian women should be allowed to enjoy security in the liberated homeland also in accordance with United Nations resolutions.

International action by Canada:

The Canadian government continues to support policies and programs designed to meet the particular needs of Palestinian women and children. The Canadian government continues to express tangible support through its annual financial contributions to the United Nations Relief and Works Agency (UNWRA), which totals over $11 million in 1991-92. This special funding to UNWRA provides for the resourcing of a position dedicated to formulating programs targeting women's needs. The Canadian Embassy in Tel Aviv, through its Canada Fund, administers small-scale development projects for Palestinian women and children in the fields of health, education, vocational training and income generation.

In 1991-92, the Canada Fund has as one of its priorities the development of women and to finance activities such as the provision of infrastructural support for a women's studies centre. It upgraded 17 kindergarten facilities to assist working women and funded a special training programme for women in project management. Other projects include supporting a literacy campaign to upgrade reading skills and to encourage more reading amongst Palestinian youth.

Peace - Declaration and Women's Participation **FLS paras., 239,241,252,263-267,269,344**

The Declaration on the Participation of Women in Promoting International Peace and Co-operation was proclaimed by the UN General Assembly in December 1982. The Declaration makes a connection between women's vital interest in world peace and their right to participate on an equal footing with men in the economic, social, cultural, civil and political affairs of society as a whole.

Traditionally, women have not been well-represented at international peace negotiations. Women's participation at peace negotiations is essential to ensure their equal representation and interest in contributing to international peace and co-operation.

What the FLS paragraphs say:

- particular attention should be paid to this Declaration as an international mechanism which promotes the participation of women in strengthening peace and supports the role of women in educating and promoting international peace and co-operation;
- women's participation in the World Disarmament Campaign should be supported and governments should facilitate women's active participation in the decision-making process related to international peace and co-operation;
- publicity should be given by governments and non-governmental organizations to the main treaties in the field of disarmament and arms control;
- governments should remove discriminatory practices towards women and encourage their participation in the civil service and in the diplomatic service;
- governments should provide equal opportunities for women to participate in governmental and non-governmental bodies and activities such as national and international meetings on peace, conflict resolution, disarmament and meetings of the Security Council.

Canadian Situation:

Canada played a major role in the drafting of the Declaration on the Participation of Women in Promoting International Peace and Co-operation and fully supports it.

While there is room for progress, the Department of External Affairs is making efforts to increase the number of women involved in the area of arms control and disarmament (ACD), both within the Department and in the private sector. Women now comprise over one-third of the non-governmental "Consultative Group" which interacts with the Department on ACD issues. As a matter of policy, the Department attempts to ensure that women are included on official delegations to the greatest extent possible.

In August 1989, a woman was appointed to the U.N. as Canada's Ambassador for Disarmament. Presently, the Associate Minister of Defence and Secretary of State for External Affairs in Canada are women.

To celebrate the International Year of Peace in 1986, the federal government published the book entitled, What Peace Means to Me. Included in this publication are essays from 30 recipients of the Order of Canada (nine are women) and the winning essays and posters from a national contest sponsored by the United Nations Association in Canada, with assistance from the Disarmament Fund of the Department of External Affairs and Status of Women Canada.

In 1989, the federal government provided funding for the production of the Directory of Women in Canada Specializing in Global Issues. The Directory, entitled "Making a World of Difference", lists women working in the fields of development, the environment, peace, social justice and related economic issues. As a complement to the Directory, the Women's Directory Project plans to develop and maintain a more extensive database on women specializing in global issues at the Canadian Research Institute for the Advancement of Women.

References:

Declaration on the Participation of Women in Promoting International Peace and Co-operation: United Nations General Assembly resolution 37/63, (December 1982).

Reports of the Secretary-General on Implementation of the Declaration on the Participation of Women in Promoting International Peace and Co-operation: A/41/ and A/42/516.

UNGA Resolutions 41/109 (4 December 1986) and 42/61 (30 November 1987), Participation of Women in Promoting International Peace and Co-operation.

What Peace Means to Me. Ottawa, External Affairs, 1986.

Peace - Education and Research **FLS paras., 255,256,268,272-276**

Peace can be effectively promoted through the development, promotion and strengthening of values such as tolerance, racial and sexual equality, respect for and understanding of others and good-neighbourliness. This can be accomplished through peace education directed especially towards children and young people. Women are often the people who provide this education.

To understand what peace is and could be, peace research must seek to understand the situation, needs and perspectives of women. Women should also actively participate in peace research to ensure that their voices are heard.

What the FLS paragraphs say:

- governments, non-governmental organizations and the mass media should encourage women to promote education for peace in the family, neighbourhood and society;
- the talents of women artists, journalists, writers, educators and civic leaders should be encouraged, facilitated and supported to promote peace;
- suitable concrete action should be taken to discourage providing children with games and publications and other media promoting the notion of war, cruelty, aggression, excessive desire for power and other forms of violence;
- governments, educational institutions, professional associations and non-governmental organizations should cooperate to develop and disseminate high-quality books and programs in education and peace;
- opportunities should be provided for women to organize and choose studies, training programs and seminars and to undertake research relating to peace;
- appropriate resources should be provided to peace researchers and co-operation among peace researchers, activists, government and non-governmental organizations should be encouraged and fostered; and
- women should be encouraged and given financial support to take university courses in order to obtain the necessary qualifications for careers related to peace and international security.

Canadian situation:

The Department of External Affairs actively promotes public awareness of arms control and disarmament issues through the dissemination of publications such as The Disarmament Bulletin, and by providing support for private sector activities in this area. A sizeable proportion of this support over the years has been provided to women. The Canadian Government established the Canadian Institute for International Peace and Security in 1984, for the purpose of improving public awareness and understanding of peace and security issues. The Institute is entirely government supported.

A study by Maude Barlow and Shannon Selin entitled, Women and Arms Control in Canada and released by the Canadian Centre for Arms Control and Disarmament, provides some useful insights into the area of women and peace. The authors point out that women may offer an alternative, less confrontational style to negotiating, but stress that if women's voices are to be heard, they must play an integral role within the peace and disarmament policy and decision-making bodies. The authors highlight the fact that women are not well-represented on both governmental and non-governmental bodies which deal with the arms control policy process in Canada. This, they contend, is an area where there is need for change, while recognizing that progress has been made by the federal government to correct the under-representation of women in the arms control field. In addition, the authors suggest that the arms control education process must also be altered so that it includes new conceptions of security and negotiation.

Under the Department of National Defence (DND) Military and Strategic Studies (MSS) Program, the goal of which is to cultivate domestic non-governmental competence on issues that relate to international peace and security, DND funds research programs at 13 Canadian universities and associated centres. In addition, the MSS Program provides for scholarships at the post doctoral, doctoral and master's level. The proportion of female applicants and female receipients of awards continues to increase.

The National Film Board has produced several films on women and peace. A catalogue for educators, entitled Films for a Peaceful Planet, lists the NFB's English films on the subject of peace.

References:

Barlow, Maude in collaboration with Shannon Selin. Women and Arms Control in Canada, Issue Brief No. 8. Ottawa, Canadian Centre for Arms Control and Disarmament, 1987.

National Film Board, Films for a Peaceful Planet. Montreal, National Film Board, 1989.

South African Women and Apartheid **FLS paras., 245,259**

Apartheid is a policy of separate development for South Africa's racial groups which is used to justify and perpetuate enormous political, economic and social inequities based on race. Most South Africans are victims of this system. Many South African women, however, face additional hardships. The lack of employment opportunities and housing shortages in the "homelands" force thousands of men to reside away from their families, often in overcrowded single-sex dormitories in urban areas or at mining sites. Their wives are thus left to cope, under very difficult circumstances, with all of the family responsibilities.

The preservation of traditional law governing marriage and the status of women, encouraged by the Government in order to entrench tribal division in the black community, has meant that black women face discrimination on two accounts -- race and gender.

What FLS paragraphs say:

- the UN system, governments and non-governmental organizations should identify the basic needs of women under apartheid (including those in refugee camps) and provide them with legal, humanitarian, medical and material assistance, education, training and employment;
- the international community should provide greater assistance to those struggling to both remove apartheid and bring about Namibia's independence, especially national liberation movements, and in particular their women's section;
- further effective measures should be taken to terminate all collaboration with South Africa in the political, military, diplomatic and economic fields; and
- governments that have not already done so are urged to sign and ratify the International Convention on the Suppression and Punishment of the Crime of Apartheid.

International action by Canada:

Canada abstained on paragraph 259 of the Forward-looking Strategies because it called on states to end all diplomatic and economic "collaboration" with South Africa and to join the International Convention on Suppression and Punishment of the Crime of Apartheid. While stating its preparedness to cut all ties as a last resort, Canada preferred to pursue the aim of a negotiated end to apartheid through diplomatic and economic pressure on the government as well as encouragement and assistance to the victims of apartheid. Like other Western countries, Canada did not join the Convention because its definition of apartheid is unacceptably broad and its articles on punishment seriously conflict with Canadian law and practice.

Canada has played a leading role - bilaterally and through the Commonwealth, United Nations, Francophonie and Group of Seven -, in keeping attention and pressure focussed on South Africa. It implemented all people-related, sporting, economic, financial and military-related sanctions adopted by the Commonwealth and UN Security Council since 1977, as well as a number of its own national measures. Trade in 1991 was barely half what it had been in 1985. Canada was instrumental in negotiating and implementing the UN plan for Namibia's independence. The Secretary of State for External Affairs, chairs the Committee of Foreign Ministers on South Africa, created by Commonwealth Heads of Government in Vancouver in 1987.

Canada is providing over $15 million in 1991-92 to assist the victims of apartheid. Education and human-resource development are the largest elements, including a new $9 million special fund, and close attention is paid to the needs of women. Small community projects also address areas of particular concern to women such as water and health. A $5.8 million pledge to help resettle refugees and political prisoners is over half disbursed. A $1.8 million dialogue fund supports interracial communication, initiatives to end communal violence, and constitutional research and expertise to assist negotiations.

In October 1991, the Commonwealth lifted people-related and some sporting sanctions, and set conditions for ending economic, financial and military-related sanctions. The opening of multi-party constitutional negotiations in December 1991 is a welcome development; it raises hopes that the majority, including women, will at last assume their rightful place in a united, democractic and non-racial South Africa.

Women in Areas of Armed Conflict **FLS paras., 243,261,262**

Women are one of the most vulnerable groups in regions affected by armed conflict and have unique needs related to their situation.

What the FLS paragraphs say:

- situations of armed conflict impose a serious threat on the lives of women and children and cause constant fear, danger of displacement, destruction, physical abuse, social and family destruction and abandonment;
- these situations may result in complete denial of access to adequate health and educational services, loss of job opportunities and overall worsening of material conditions;
- international instruments provide ways to protect civilians in areas of armed conflict and offer a basis for provision of humanitarian assistance; and
- governments should take into account the 1974 Declaration on the Protection of Women and Children in Emergency and Armed Conflict.

International action by Canada:

In recognition of the tragedy, suffering, hardship and disruption which result from armed conflict, the Canadian government is firmly committed to the peaceful resolution of disputes. Canada participates in UN peacekeeping activities, strongly supports the UN Charter and universal compliance with international law, and encourages the enhancement of security and arms control and disarmament as the primary means of forestalling armed conflict.

INTERNATIONAL AND REGIONAL CO-OPERATION

INTERNATIONAL AND REGIONAL CO-OPERATION

General Information:

Individual countries which have adopted the FLS have a responsibility to implement explicit policies to ensure the full integration of women in their programs and activities, and this includes international policies. As well, there are particular measures in the FLS which play an important role in effecting economic and technical co-operation between developed and developing countries.

The FLS identify six areas where there is a need for international and regional co-operation: monitoring, technical co-operation/training/advisory services, institutional co-ordination, research and policy analysis, participation of women and information dissemination.

Canada's action to implement the FLS regionally and internationally recognizes the unique cross-sectoral and multidisciplinary nature of status of women issues. Canadian support for international equality is based on the three priorities established nationally by the federal government: economic equality, social justice, participation and access.

International status of women activities are coordinated at the federal level through the Interdepartmental Steering Group for International Women's Programmes, chaired by the Department of External Affairs. The Steering Group comprises participants for Status of Women Canada, the Canadian International Development Agency and other departments with international responsibilities.

International Organizations **FLS paras., 309-372**

International and regional organizations have a responsibility to implement explicit policies to ensure the full integration of women in their programs and activities. This obligation is inherent in their member states' status as FLS signatories. The FLS outline a specific role for these organizations in order that they address women's concerns in their overall work.

While basic strategies apply to all international organizations, the FLS as a UN document devotes many paragraphs in detail to measures which should be implemented by the UN. These specific responsibilities are addressed in the facts sheets dealing with the United Nations.

What the FLS paragraphs say:

- monitoring and evaluation of women's situation should be carried out at international, regional and subregional levels;
- technical co-operation, training and advisory services should promote endogenous development and self-reliance and women's concerns should be integrated into the planning and evaluation of development activities;
- international, regional and subregional institutional co-ordination and the exchange of information on the advancement of women should be strengthened;
- research and policy analysis should focus greater attention on the economic role of women in society;
- qualified women should be hired and ensured participation in international, regional and subregional level activities and decision-making; and
- information on the Forward-looking Strategies should be widely disseminated.

International action by Canada:

Canada is a member of a number of international organizations. In its activities, Canada encourages and supports the concept and process of integration of women as being the most effective means of ensuring consideration and advancement of women's concerns and perspectives by the international community.

In addition to Canada's role as a member country in international organizations, Canada provides development aid through international organizations and directly to individual countries.

The Canadian International Development Agency's (CIDA) five year Women in Development (WID) Plan of Action terminated at the end of the fiscal year 1991. A corporate evaluation of CIDA's WID policy is currently under way and it is expected that this study will be completed in October of 1992. In the meantime, CIDA has developed an interim WID policy to guide the Agency until 1993-94. This interim policy goes beyond the first policy's emphasis on the role of women as agents and beneficiaries to recognize the vital role that women play as decision-makers in the development process. While the new policy acknowledges that women-specific

projects and programming continue to be necessary, they are no longer sufficient. The new policy stresses full integration of women into all development activities of CIDA and its development partners.

The International Development Research Centre (IDRC) has identified a program officer responsible for gender and development. A major emphasis of IDRC's approach is on gender analysis training both for the Centre's own staff and for IDRC-supported researchers globally. The Centre continues to participate in international gender and development network activities and to give limited support to research on key issues in gender and development.

International framework and action by Canada:

The following briefly describes the work of international/ regional organizations with which Canada is involved.

Organization of American States

The two fundamental purposes of the Organization of American States (OAS), are to strengthen peace and security and to promote the solidarity, economic and social development, independence and territorial integrity of the member states. At present, there are thirty-five member states of the OAS. Canada formally joined the organization on January 1, 1990.

One of the six specialized organizations of the OAS is the Inter-American Commission of Women (in Spanish: CIM/ Comision Interamericana de Mujeres), founded in 1928. CIM works for the extension and exercise of civil, political, economic, social and cultural rights of women in the Americas. Since joining CIM in 1990, Canada has ratified the three OAS conventions on the rights of women, the Inter-American Convention on the Granting of Civil Rights to Women, the Inter-American Convention on the Granting of Political Rights to Women, and the Convention on the Nationality of Women. A Canadian judicial expert assisted in developing a draft Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women at the CIM Expert Group Meeting on Violence Against Women. Canada, through CIDA, has provided funding to assist in the implementation of CIM projects. Canada intends to seek election to the CIM Executive Committee for the 1992-1994 biennium.

The Commonwealth

The Commonwealth is a loosely-structured voluntary association of diverse, independent states, consulting and co-operating through a largely informal network of

governmental and non-governmental ties. These are based on the use of English as a common working language and similar administrative, legal, governmental, educational and other practices arising out of a shared historical experience.

The Commonwealth Secretariat, an organization responsible to Commonwealth Heads of Government, supports meetings and exchange among governments and administers a range of programs and services for Commonwealth countries.

The Commonwealth Secretariat's Women and Development Unit was established in 1980. Its many activities have included training seminars for women, family violence and literacy workshops, and the publication of manuals.

Canada has actively supported the Commonwealth's involvement in women's issues. The first meeting of Commonwealth Ministers Responsible for Women's Affairs, proposed by Canada, was held in Nairobi in 1985, on the eve of the UN Women's Conference. While the Forward-looking Strategies were being adopted in the UN (they were also praised by the Commonwealth Secretary-General in his 1985 Report), the Commonwealth decided to develop its own specific Plan of Action for Women and Development. This Plan was approved in August, 1987 by the Ministers Responsible for Women's Affairs. It was subsequently endorsed by Commonwealth Heads of Government in Vancouver in October, 1987.

In 1989, the report of the Commonwealth Expert Group on Women and Structural Adjustment was released. Entitled "Engendering Adjustment for the 1990's", it argued that short-term structural adjustment measures not only caused unnecessary hardship for women, but also imperiled the effectiveness of adjustment policies by not incorporating women's concerns. At the third Women's Affairs Ministers' Meeting in Ottawa in October 1990, Women's Affairs Ministers, led by Canada, recommended that Commonwealth Heads of Government endorse a Declaration on Women and Structural Adjustment to ensure that women would not continue to suffer disproportionately from the effects of structural adjustment measures. At the 1991 Commonwealth Heads of Government Meeting (CHOGM) in Harare, Heads of Government endorsed this Declaration.

The Harare CHOGM also endorsed a new declaration of principles to guide the Commonwealth. Following intensive efforts by Canada, the Harare Declaration enshrined women's equality as a fundamental principle of the Commonwealth.

La Francophonie

The Agence de Coopération culturelle et technique (ACCT) is the major body of La Francophonie, responsible for co-ordinating activities on behalf of the 45 governments of La Francophonie. Canada has played a leading role in efforts to encourage the integration of women's issues into La Francophonie's activities. At the Francophone Summit in

Chaillot in November 1991, Canada announced that it would sponsor the establishment of a network of legal aid centres to meet the needs of women in the countries of La Francophonie. A Canadian-sponsored symposium to assess women's legal rights in francophone countries is planned as a prelude to the establishment of the women's legal rights centres.

Organization for Economic Co-operation and Development (OECD)

The OECD is a key multilateral institution which provides a forum for consultation among industrialized countries, both large and small, on major economic, trade and social policy issues. In addition, the OECD undertakes analytical studies to facilitate consensus building among its members and to contribute to the larger international debate on such issues.

Questions and issues concerning the status and situation of women, particularly their economic participation, are generally discussed in the OECD's Employment, Labour and Social Affairs Committee (ELSA). Such issues are addressed in particular by the Committee's Working Party on the Role of Women in the Economy (WP6) whose mandate is to identify and provide advice to the Council of the OECD through ELSA on the policy implications of any work within the OECD which has implications for the economic and social position of women. Canada has been a member of WP6 since its establishment in 1974 and was instrumental in the 1985 adoption of its far-reaching mandate.

Canada consistently seeks to ensure the integration of women in all the work of the OECD, particularly within the Employment, Labour and Social Affairs Committee. A High-Level Group of Experts on Women and Structural Change in the 1990's was created in 1990 and submitted a report to the OECD Council in December 1991 entitled, Shaping Structural Change - The Role of Women. Dissemination of the report and follow-up activities will be discussed at the 1992 annual meeting of the WP6. Discussions of the chapters of the analytical report were the Working Party's top priority during the April 1991 meeting. Other items on the agenda for that meeting were the implementation of the New Framework for Labour Market Policies, Eastern Europe Economies, Education and Training, Labour Force Participation of Lone Parents, and Women's Activity and Health.

The Development Assistance Committee (DAC) is a specialized committee of the OECD. In 1983, DAC established an Expert Group on Women in Development which has a mandate to develop and promote policy guidelines for the member countries to

use in supporting the role of women in development. Canada has always supported closer consultation and co-ordination among all aid partners and strongly supported the creation of the Expert Group on WID.

Conference for Security and Co-operation in Europe (CSCE)

The Conference for Security and Co-operation in Europe (CSCE) is a pan-European and transatlantic process which brings together 48 countries to address security in its broadest sense - military, political, economic, and social. At the CSCE Moscow Conference on Human Dimensions in September 1991, Canada introduced an initiative on women's equality, which calls on participating States to recognize that full and true equality between men and women is a fundamental aspect of a democratic society and to take steps to ensure that women can achieve de jure and de facto equality. For example, States are requested to ratify and comply with the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and to effectively implement the Forward-looking Strategies for the Advancement of Women.

See also: **Economic Policies and Planning - Impact on Women**
Employment Policies and Planning

United Nations **FLS paras., 333-345**

The questions of co-ordination and co-operation among the intergovernmental decision-making bodies within the United Nations as well as among the intergovernmental organizations of the UN system are complex. In recent years, there has been considerable UN activity to reform and restructure its functions to improve co-ordination within the organization. This is of particular importance in status of women matters because of their cross-sectoral and multidisciplinary nature.

What the FLS paragraphs say:

- system wide co-ordination of UN activities in the field of women's issues needs to be strengthened;
- the Economic and Social Council, the Secretary General and the Division for the Advancement of Women should play an important role in such co-ordination;
- these UN inter-governmental bodies should work towards the development and implementation of system wide medium-term plans for women and development; and
- there should be the establishment and strengthening of institutes for women's affairs at the regional level in order to undertake research and to promote regional and international co-operation on emerging women's issues.

International framework and action by Canada:

Canada has been a member of the United Nations since it was established in 1946. The principle of the equal rights of women and men is enshrined in the UN Charter. Significant progress has been made in strengthening the capacity of the UN to integrate women effectively in economic development programs and activities. Canada has played a key role in calling on the UN and member states to ensure more professional posts, including the most senior posts, are filled by women; in developing the system-wide medium-term plan for women and development; in ensuring preparation of a cross-organizational program analysis on advancement of women issues; and in emphasizing the integration of women in UN economic development programs; in stressing the need for women to be equal partners in environmental management and sustainable development; in promoting women's rights as human rights; and in calling on the UN and member states to develop measures to address all forms of violence against women. Canada also plays an active role in promoting special attention to women within many of the UN development bodies.

Canada's participation in such UN organizations as the United Nations Development Program, the United Nations Fund for Population Activities, the United Nations High Commission for Refugees, the Food and Agriculture Organization, the

International Labour Organization, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization and the United Nations Industrial Development Organization, is outlined on the appropriate fact sheets which focus on specific subject areas.

Canada will play an active role in preparing for the fourth UN World Conference on Women and NGO Forum, which will be held in 1995. The conference will review and assess the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women.

United Nations Organisations for Women

FLS paras., CSW-318,319,351 DAW-340,346 UNIFEM-177,336,340 INSTRAW-333,340,351,353 PARTICIPATION-356-365

The United Nations has a number of intergovernmental bodies and organizations that are specifically responsible for addressing women's issues and concerns. These include the Commission on the Status of Women (CSW), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM), and the International Research and Training Institute for the Advancement of Women (INSTRAW). The FLS set out concrete goals and objectives for these institutions. In addition, the Strategies stress how the United Nations system should ensure that women become full participants in all levels of decision-making.

What the FLS paragraphs say:

- the CSW should monitor and review reports from the UN specialized agencies and progress reports from national, regional and international levels regarding progress made and concrete measures introduced on the advancement of the status of women;
- the CSW should discuss guidelines, methods and procedures for collecting information from all levels;
- the DAW should continue to serve as a focal point and to coordinate information on system-wide activities related to the implementation of the goals of the Decade and the Forward-looking Strategies;
- UNIFEM has made innovative contributions and there is a need for the continuation and expansion of UNIFEM in development and technical assistance for disadvantaged women;
- the role of INSTRAW should be strengthened -- especially through increasing collaboration within the UN system;
- technical and advisory assistance should be given by the UN system to improve statistics and other indicators that will help to effectively integrate women in development; and
- the UN system should take all necessary steps to achieve an equitable balance between women and men staff members at all levels; to provide an opportunity for women to participate in all regional, international and sub-regional meetings; to encourage the participation of women in the promotion of international peace and development issues; and to support program networks and exchange of expertise in vocational training carried at other levels.

International framework and action by Canada:

The following briefly describes the work of UN organizations with which Canada is involved and which are responsible for addressing women's concerns.

Commission on the Status of Women (CSW)

The Commission on the Status of Women was established in 1946 and currently has 45 Member States. The CSW reports to the Economic and Social Council and is mandated to promote and make recommendations concerning women's rights in the political, economic, social and educational fields. It also has responsibility for monitoring progress achieved in implementing the FLS. Canada has been a member of the Commission continuously since 1981. Its current term expires in 1992.

Canada plays a leading role in proposing ways to strengthen the Commission in fulfilling its central role of overseeing status of women issues in the UN, in particular the system-wide implementation of the FLS. Decisions to institutionalize the FLS in the UN planning, programming and budgeting system and to develop a system-wide medium-term plan for women and development were both based on Canadian initiatives.

A priority issue for Canada within the CSW is violence against women. At CSW 35, Canada introduced a resolution calling on the UN to examine ways to eliminate all forms of violence against women. Canada sponsored a UN Expert Group Meeting in November 1991, which recommended that the UN adopt a Declaration on Violence Against Women.

Division for the Advancement of Women (DAW)

The central function of the Division is to act as a focal point for coordinating women's activities within the United Nations. It also acts as the secretariat for both the CSW and for the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). It is part of the Vienna-based United Nations Centre for Social Development and Humanitarian Affairs.

United Nations Development Fund for Women (UNIFEM)

UNIFEM's mandate is to serve as a catalyst to support innovative and experimental activities involving and benefitting women, with the goal of ensuring the appropriate involvement of women in mainstream development activities.

Canada, through CIDA, is a strong supporter of UNIFEM and is a major donor of core-funding. In 1991-92, CIDA's contribution to UNIFEM was $1.5 million. Since January 1989, the Director of UNIFEM has been a Canadian.

International Research and Training Institute for the Advancement of Women (INSTRAW)

The International Research and Training Institute for the Advancement of Women was established in 1975 and is located in the Dominican Republic. INSTRAW stimulates and assists the advancement of women and their integration in the development process both as participants and beneficiaries through research, training and the collection and dissemination of information. One of INSTRAW's primary areas of interest is in measuring women's economic activity in the informal sector.

Canada does not contribute directly to INSTRAW and as a result, does not hold a position on its Board of Trustees.

Promotion of Women in the Work of the UN

The participation of women in the work of the United Nations -- as members of delegations, Permanent Missions or secretariats -- has been an issue of concern since the founding of the United Nations. Particular emphasis has been placed on the need for women to take part in substantive decision-making at senior levels.

Notwithstanding a long-term commitment to improve the representation of women in the United Nations system, both in terms of numbers and their seniority, progress continues to be slow.

As of December 1991, women held 29.9% of the professional posts at the UN, just below the target of 30% set for the end of 1990. New targets to ensure improved participation of women in the UN Secretariat have been set at 35% for professional posts, with a subgoal of 25% of senior management posts by the end of 1995.

Canada has been one of the most active countries in calling for increases in the number of women in professional and senior management posts in the UN. Canada called on the UN to study barriers to women's advancement within the UN Secretariat; an officer of the Canadian Public Service Commission was temporarily seconded to the UN to assist in launching this study. Responsibility for ensuring that qualified Canadian women are nominated for appointments to work in the UN secretariats rests jointly with the Public Service Commission and the Department of External Affairs. As of August 1992, there were 608 Canadians employed in the organizations of the UN system of whom 162 were women. In January 1992, Canada appointed a woman as the Canadian Ambassador to the United Nations.

Women and Third World Development Assistance **FLS paras., 308-337**

The integration of women in development (WID) is essentially an issue of social equity and development effectiveness and is of growing concern to government leaders and development professionals. A considerable body of research is demonstrating that women have not always benefitted, and have sometimes suffered from development programs. It is also being shown that the achievement of overall development goals is being retarded by the exclusion of women from the development process. Development and development assistance from donor countries and development agencies must involve both men and women in order to be equitable and effective.

What the FLS paragraphs say:

- a set of strategies should be adopted related to the need for national, bilateral and multilateral development institutions to adopt explicit policies and measurable plans of action;
- international and regional co-operation strategies must recognize that effective development requires the full integration of women in the development process -- as both agents and beneficiaries; and
- assistance should promote the participation of women in the planning and implementation of development programs.

International action by Canada:

In November 1984, the Canadian International Development Agency (CIDA) adopted a new Policy Framework for Women in Development (WID). The general objective of CIDA's first WID strategy was to integrate women of the Third World in the development process, both as agents and beneficiaries. It was founded on the recognition that development must involve both women and men in order to be effective. Its general goal was to ensure that the full range of CIDA's development assistance initiatives contribute substantively to the realization of the full potential of women as agents and beneficiaries of the development process.

CIDA's WID initiatives to date include: development of draft guidelines, sectoral profiles and other tools to assist CIDA and its development partners in integrating WID in programs and projects; provision of gender training to CIDA staff; and the development of a roster of women experts in development for use by CIDA and its development partners. In addition, most CIDA Branches hired WID monitors to assist in the integration of women in all planning and programming. CIDA also collaborated with Status of Women Canada to provide technical assistance to strengthen women's machineries in developing countries.

Canada's commitment to the issue of Women in Development remains strong. In June 1991, CIDA's President's Committee concluded that the equal participation by women in the development process

is fundamental to the achievement of sustainable development and that it must be acknowledged that women play key roles in the economic sphere; the management of natural resources; population control; the fostering and maintenance of the personal, philosophical, linguistic and cultural values that have an impact on human progress; ensuring the well-being of the family; and in the decision-making process at all levels of society.

The CIDA WID five-year Plan of Action officially terminated at the end of the fiscal year 1991. A corporate evaluation of CIDA's WID policy is currently under way and it is expected that this study will be completed in October 1992. In the meantime, CIDA has developed an interim policy to guide the Agency until 1993-94.

The overall goal of the interim WID policy is to strengthen the full participation of women as equal partners in the sustainable development of their societies. The policy goes beyond the 1984 emphasis on the role of women as agents and beneficiaries to recognize a more active and integral role for women in the development process. While it is acknowledged that women-specific projects and programming continue to be necessary, they are no longer deemed sufficient. Long-term sustainable development cannot take place without involving women in every facet of the development process. Thus, CIDA's new policy stresses the full participation of women as decision-makers in the development, implementation, monitoring and evaluation of all CIDA-supported programs and activities.

The International Development Research Centre (IDRC) has identified a program officer responsible for gender and development. A major emphasis of IDRC's gender and development approach is on gender analysis training both for the Centre's own staff and for IDRC-supported researchers globally. There is particular concern with provision of gender analysis training to developing country researchers who lack a background in the social sciences. The Centre continues to participate in international gender and development network activities and to give limited support to research on key issues in gender and development. Emphasis is also placed on the integration of the gender variable into research projects supported by the Centre's technical programs.

ANNEX

DRAFT RESOLUTION XIII

Recommendations and conclusions arising from the first review and appraisal of the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women to the year 2000

The Economic and Social Council

Recalling its resolution 1987/18, in which it affirmed the appropriateness of a five-year cycle of review and appraisal of the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women,

Having reviewed the discussion held by the Commission on the Status of Women at its thirty-fourth session on the report of the Secretary-General on progress at the national, regional and international levels in the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women.

1. Adopts the recommendations and conclusions annexed to the present resolution;

2. Urges Governments, international organizations and non-governmental organization to implement the recommendations;

3. Requests the Secretary-General to give wide distribution to the recommendations and conclusions;

4. Further requests the Secretary-General to include information on the implementation of the recommendations in his biennial monitoring report and in the report on the second regular review and appraisal of the Forward-looking Strategies.

Annex

RECOMMENDATIONS AND CONCLUSIONS ARISING FROM THE FIRST REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

I. INCREASING THE PACE OF IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

1. After five years of implementation of the Nairobi Forward-looking Strategies for the Advancement of Women, one third of the time set for achieving the objectives having elapsed, obstacles remain. Although the continued efforts of women throughout the world to achieve equality, development and peace have begun to have an effect at the grass-roots level, their efforts have yet to be translated into improvements in the daily lives of most women. This success is largely invisible: it is not yet reflected in official statistics and not always found in government policy. The entrenched resistance to women's advancement and the reduction of resources available for change that has accompanied the world economic situation in the late 1980s have meant that there has been a loss of impetus and even stagnation in some areas where more progress would have been expected.

2. The pace of implementation of the Strategies must be improved in the crucial last decade of the twentieth century. The costs to societies of failing to implement the Strategies would be high in terms of slowed economic and social development, misuse of human resources and reduced progress for society as a whole. For this reason, immediate steps should be taken to remove the most serious obstacles to the implementation of the Strategies.

A. Equality

3. The interdependence of the different political and social sectors on the one hand, and the legal and social situation on the other, needs to be recognized. However, de jure equality constitutes only the first step towards de facto equality. Most countries have enacted legal measures to ensure that women have equal opportunities before the law, that is de jure equality. But de facto as well as de jure discrimination continues and visible political and economic commitment by Governments and non-governmental organizations will

be required to eliminate it. One obstacle to eliminating de facto discrimination is that most women and men are not aware of women's legal rights or do not fully understand the legal and administrative systems through which they must be implemented. Some affirmative actions/measures require legal bases which still need to be created.

Recommendation I. Governments, in association with women's organization and other non-governmental organizations, should take steps on a priority basis to inform women and men of women's rights under international conventions and national law and to prepare and/or continue campaigns for women's "legal literacy" using formal and non-formal education at all levels, the mass media and other means; efforts to this end should have been undertaken by 1994.

The work of the Committee on the Elimination of Discrimination against Women should be widely publicized through forms of communication that are accessible to women in order to make them aware of their rights. National reports to the Committee should be widely disseminated within the respective countries and discussed by governmental and non-governmental organizations. Organizations of the United Nations system, particularly the International Labour Organization and the United Nations Educational, Scientific and Cultural Organization, should be requested to examine national experience in promoting legal literacy with a view to assisting Governments, non-governmental organizations and women's movements in mounting successful campaigns.

Recommendation II. Governments should take steps to put legal equality into practice, including measures to provide a link between individual women and official machinery such as the establishment of offices of ombudsmen or similar systems. Where possible, access to legal redress by collective and individual legal action by national machinery and non-governmental organizations should be facilitated in order to assist women in ensuring the implementation of their rights.

4. There is abundant evidence that practices denigrating the role and potential of women continue to constitute obstacles in many countries. Whether reflected in stereotyped images of male and female roles in

textbooks or in the glorification of traditional roles in the mass media, the perpetuation of such images retards women's advancement by providing justification for an unequal status quo.

Recommendation III. In the area of education, both formal and non-formal, Governments should promote the training of teachers on gender issues, co-education and professional counselling. Governments according to national law and practice should complete the revision of textbooks expeditiously, if possible by 1995, in order to eliminate sex-biased presentations and should, in conjunction with women's groups, take steps to reduce the stereotyping of women in the mass media, whether by self-policing on the part of the media or by other measures.

Governments, non-governmental organizations, women's groups and all other entities concerned should take steps to insert necessary amendments to formal and informal educational systems at all levels to promote change in psychological, social and traditional practices that are the foundation of the de facto obstacles to women's progress.

The United Nations Secretariat, the United Nations Educational, Scientific and Cultural Organization and other appropriate organizations of the United Nations system should continue to analyse the extent and effects of stereotyping of women and implement innovative programmes to combat it.

5. Women have always been an important part of the work-force and their role will continue to grow with development, industrialization, economic necessity and the expansion of women's access to the economy. In most countries, however, the participation of women and men in the economy continues to be unequal, characterized by job segregation, insufficient training opportunities, unequal pay for work of equal value, inadequate career prospects and lack of full participation in economic decision-making.

Recommendation IV. Governments, non-governmental organizations and private-sector enterprises should implement special measures to increase the proportion of women involved in economic decision-making, including studies on the incidence of women in such positions in the public and private sectors, the promotion of training programmes, analysis of alternative policies to provide women

with careers leading to economic decision-making, and the adjustment of national legislation.

The United Nations should study the incidence of women in economic decision-making world wide, analyse innovative national programmes to increase the proportion of women in economic decision-making positions and publicize the results, within existing resources.

Recommendation V. Governments and/or appropriate parties should make efforts to increase the number of women in paid employment, including measures to eliminate sex segregation in the labour market and to improve women's working conditions. Governments and/or appropriate parties should collect, maintain and improve statistics showing the relative remuneration of women and men. They should renew their efforts to close the gap between women's and men's pay possibly by 1995 and take special measures to address the principle of equal pay for work of equal value. They should also take concrete steps to measure the economic value of women's unpaid work with a view to taking it into account in national policies by 1995.

The United Nations system should complete work on methodological aspects of measuring pay inequities between women and men, unpaid work and work in the informal sector and should publish studies of countries where such measurements have been made.

6. That women are grossly underrepresented in political decision-making has been amply documented. This means that decisions on public policies that affect women's equality are still in the hands of men, who may not have the same incentive to pursue them as women. Despite indications that in some countries women, by voting for candidates or parties that promise to promote their interests, are beginning to decide the outcome of elections, the incidence of women in parliaments, parties and in formal Government is still low. The situation will persist unless more women stand and are selected for office and are allowed to begin careers leading to senior management positions in the public sector and until women exercise their voting power in their own interests as well as in the interests of society.

7. The number of women in decision-making positions in intergovernmental and non-governmental organizations should be increased. Efforts should also be made to

ensure women's participation in the process of selection and enrolment.

Recommendation VI. All civil service regulations should have clear statements on practices of recruitment, appointment, promotion, leave entitlement, training and development, and other conditions of service.

Governments, political parties, trade unions and professional and other representative groups should each aim at targets to increase the proportion of women in leadership positions to at least 30 per cent by 1995 with a view to achieving equal representation between women and men by the year 2000 and should institute recruitment and training programmes to prepare women for those positions.

Governments, political parties, trade unions and women's organizations should be encouraged to establish a list of qualified women which could be used to fill vacant positions. The importance of training women in the skills necessary for political and administrative careers should also be recognized.

The Interregional Consultation on Women in Public Life, to be held in September 1991, should have maximum participation by Governments and non-governmental organizations and should elaborate for the first half of the decade an agenda for political action that will mobilize all women to participate actively in the political process.

The United Nations Secretariat, in co-operation with other institutions and in collaboration with Governments, should further develop and disseminate an accessible data base on the composition of the highest decision-making bodies at the national, regional and international levels, disaggregated by sex. The United Nations system could assist national Government to set up such data bases.

B. Development

8. The experience of the past five years has confirmed the view expressed at the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, held at

Nairobi from 15 to 26 July 1985, that the advancement of women is not possible without development, and that without the advancement of women, development itself will be difficult to achieve.

9. Unfortunately, women in most developing countries were adversely affected by an overall economic crisis produced by the debt problem, deteriorating terms of trade, protectionism, internal imbalances and unequal patterns of income distribution. For the majority of women, economic and social developments during the 1980s have not resulted in the benefits anticipated at the beginning of the Decade. On the contrary, there has been a dramatic reduction of economic development and the adjustment-oriented policies adopted have led to a serious reduction of public expenditure on education, health and housing. Those circumstances have affected the condition of women in a variety of negative ways.

10. An economic environment of growth with equitable distribution, both at the national level and in the international economic system, is essential, as is the recognition of women's full participation. The feminization of poverty reflects the underlying structural problems faced by women in the midst of economic change. Prevailing economic policies at the national and international levels have frequently failed to take into account potential negative effects on women or women's potential contribution and have accordingly not succeeded.

Recommendation VII. In order to help revitalize economic growth, international economic and social co-operation together with sound economic policies should be pursued. Structural adjustment and other economic reform measures should be designed and implemented so as to promote the full participation of women in the development process, while avoiding the negative economic and social effects. They should be accompanied by policies giving women equal access to credit, productive inputs, markets and decision-making and this should be incorporated fully into national economic policy and planning.

The international development strategy for the fourth United Nations development decade should take full account of women's contribution and potential and this should be an important part of monitoring its implementation. Relevant organizations of the United Nations system should

continue to examine the effects of national and international economic policies on social progress, in particular the condition of women in developing countries.

11. The incorporation of women into the labour force has occurred on a scale unimaginable 30 years ago. Nevertheless, given unfavourable economic conditions in developing countries, the majority of women remain or are increasing in number in the informal sector of the economy.

Recommendation VIII. Governmental policies, non-governmental action and international co-operation should be directed towards supporting programmes to improve the living conditions of women in the informal sector.

These programmes should contribute, among other things, to the incorporation into the informal sector of appropriate technologies which could increase production in that sector and make domestic and international markets more accessible. Women in the informal sector should be encouraged to organize themselves so as to know their rights and be able to obtain the necessary support to exercise them.

Appropriate organizations at the international level should gather more detailed and accurate information related to women in the informal sector in order to be able to identify the most efficient measures to ameliorate their condition.

12. Women are overrepresented among the poor because of the factors deriving from existing inequality between men and women in most societies. The number of women living in extreme poverty in many countries has increased during the period under review.

Recommendation IX. Governments, non-governmental organizations and international organizations should take concrete measures to eradicate poverty. These measures should have a multi-purpose approach and include educational skills and training designed to generate productive activities.

13. Since 1970, there has been a significant expansion in women's access to education, which has proved to be an important means of equipping women to play a full and equal role in society. Although some regions have achieved equality in access to education, considerable progress remains to be achieved in most developing countries at all levels of education, including universal primary education. Moreover, although improved access of girls to education is gradually eliminating illiteracy among the young, gender-related differences in illiteracy among adults continue to constitute an obstacle to women's legal, economic, social and political empowerment by denying women an essential tool for acquiring knowledge and skills. In addition, women who have access to education are often

channelled into traditionally *female specialities. Of* particular concern for the future is the achievement of women's access to science and technology through education and training, which is now limited by budgetary constraints, especially in developing countries.

Recommendation X. Governments that have not already done so should reorient resources to ensure women's equal access to education and training at all levels and in all fields and, in collaboration with women's groups and non-governmental organizations, should make special efforts to remove all gender-related differences in adult literacy by the year 2000. Programmes should be established to ensure that parents and teachers provide equal educational opportunities for girls and boys. In particular, encouragement should be given to promoting the study by girls of scientific and technological subjects, particularly those corresponding to national development priorities, and to preparing girls for full participation in the economy and in public life. In order to be able to fulfil these commitments appropriate measures should be taken at the national and international levels to ensure revitalization of growth on a long-term basis.

The United Nations Educational, Scientific and Cultural Organization and other organizations of the United Nations system should give special priority to eliminating female illiteracy and to monitoring efforts to ensure women's equal access to all levels of education and training.

14. The importance of food security and the critical role of women as food producers - of both domestic and cash crops - are indisputably recognized; nonetheless, the conditions of rural women are improving at a slow pace and in some cases have even deteriorated. Projects on their behalf have generally met with limited success. The main reasons are insufficient human and financial expertise, the lack of a country-wide network of regional or local branches of government agencies and the lack of technical expertise, all of which have been aggravated in developing countries by the current economic crisis that has shifted resources to export-oriented farmers and so deprived rural women of vital inputs and infrastructure.

Recommendation XI. Governments should take particular steps to ensure that new technologies

are accessible to women and that women participate in the design and application of those technologies.

Recommendation XII. Governments and non-governmental organizations should adopt empowerment rather than welfare strategies to support women in their role as agricultural producers, with a view to improving their economic and social situation and to integrating them into mainstream agricultural development. Priority should be accorded to projects aimed at guaranteeing access of rural women to technology, credit, training, trade marketing, management and improved agricultural infrastructure and control of the use of land.

The United Nations system, mainly the Food and Agriculture Organization of the United Nations, should collaborate with Governments in identifying and providing inputs that are needed to support the agricultural productive capacity of women.

The United National system should develop new methods of promoting the transfer of science and technology to women.

15. Since the beginning of the 1980s, there has been a decline in women's standard of health and nutrition in parts of every developing region due, inter alia, to a decline in per capita expenditure on health. This is a particularly alarming situation since maternal and neonatal health are crucial to infant survival. Infant and child mortality rates have been rising in a number of countries after having declined for decades.

Recommendation XIII. Governments, international organizations, non-governmental organizations and the public in general should be aware of the decline in women's health in developing countries. Improvement of women's health by providing appropriate and accessible health services should be a priority within the goal of health for all by the year 2000.

Women constitute the majority of health care workers in most countries. They should be enabled to play a much larger role in decision-making for health. Governments, international non-governmental organizations and women's organizations should undertake programmes aimed at improving women's health by ensuring access to

adequate maternal and child health care, family planning, safe motherhood programmes, nutrition, programmes for female-specific diseases and other primary health care services in relation to the goal of health for all by the year 2000.

The World Health Organization and other organizations of the United Nations system should further develop emergency programmes to cope with the deteriorating conditions of women's health mainly in developing countries with particular attention to nutrition, maternal health care and sanitation.

16. Women's access to information and services relating to population and family planning are improving only slowly in most countries. A woman's ability to control her own fertility continues to be a major factor enabling her to protect her health, achieve her personal objectives and ensure the strength of her family. All women should be in a position to plan and organize their lives.

Recommendation XIV. Governments, non-governmental organizations and women's movements should develop programmes to enable women to implement their decisions on the timing and spacing of their children. These programmes should include population education programmes linked to women's rights and their role in development, as well as the sharing of family responsibilities by men and boys. Social services should be provided to help women reconcile family and employment requirements.

Family planning programmes should be developed or extended to enable women to implement their decisions on the timing and spacing of their children and for safe motherhood.

The United Nations Secretariat, the United Nations Population Fund, the World Health Organization and other organizations of the United Nations system should develop collaborative programmes to link women's role in development to questions related to population.

17. During the past five years, women's health, both physical and psychological, has been increasingly affected in many countries by the consumption and abuse of alcohol, narcotic drugs and psychotropic substances.

Recommendation XV. Governments and other competent national authorities should establish national policies and programmes on women's health with respect to the consumption and abuse of alcohol, narcotic drugs and psychotropic substances. Strong preventive as well as rehabilitative measures should be taken.

In addition, efforts should be intensified to reduce women's occupational health hazards and to discourage illicit drug use.

18. The emergence, since the Nairobi Conference, of new threats to the health and status of women, such as the alarming increase in sexually transmitted diseases and the AIDS pandemic, requires urgent action from both medical and social institutions.

Recommendation XVI. Greater attention is also needed with respect to the issue of women and AIDS, and efforts in this regard should be an integral part of the Global Programme on AIDS of the World Health Organization. Urgent action and action-oriented research are also required by social institutions at all levels, in particular the United Nations system, national AIDS committees and non-governmental organizations, to inform women of the threat of AIDS to their health and status.

19. Urbanization, migration and economic changes have increased the proportion of families headed by women and the number of women entering the labour force. These women have experienced increasing difficulties in harmonizing their economic role with the demands on them to provide care for children and dependants. The double burden, rather than being reduced by greater sharing between spouses, has increased. Unless it is reduced. women will not be able to play their full and fair role in development.

Recommendation XVII. Governments and other appropriate bodies should, by 1995, establish social support measures with the aim of facilitating the combination of parental and other caring responsibilities and paid employment, including policies for the provision of services and measures to increase the sharing between men and women of such responsibilities and to deal with specific problems of female-headed households that include dependants.

The United Nations Secretariat, the United Nations Children's Fund and other appropriate organizations of the United Nations system should, as part of the International Year of the Family in 1994, make a special effort to analyse the issues of caring for children and dependants and sharing domestic, parental and other caring responsibilities, including the appraisal of national experience.

20. The issue of the environment affects the lives of everyone, women and men alike. Women's participation in making decisions on the environment is limited despite the high level of concern women express for the issue and their involvement in it. Women's concern for the environment in all its aspects can be an important force for a general mobilization of women that may have an impact on other areas, including equality and peace.

Recommendation XVIII. Governments should make efforts to involve individual women and women's groups in making decisions on the environment. Educational programmes should be developed on environmental issues and their relation to daily life.

The United Nations Conference on Environment and Development in 1992 should consider dealing with the issue of women and the environment with a view *inter alia*, to mobilizing women at both the national and international levels and to ensuring that the experience and knowledge of women are fully taken into account.

21. The progress made in disarmament negotiations is welcomed. It is noted that this has not been matched by progress in social and economic development.

Recommendation XIX. Governments are urged to consider redirecting possible savings from disarmament to the improvement of social and economic development, including women's development.

C. Peace

22. Despite the progress made in some areas, international, regional and national conflicts persist, and women continue to number among their main victims. At the same time, women are no more prominent among those making decisions on conflict than in the past.

Recommendation XX. Governments should be encouraged to increase the participation of women in the peace process at the decision-making level, including them as part of delegations to negotiate international agreements relating to peace and disarmament and establishing a target for the number of women participating in such delegations.

The United Nations and the international non-governmental organizations concerned should continue to monitor and support women's increased involvement in the peace process.

Recommendation XXI. In the context of an increased effort to resolve the long-standing conflicts affecting Palestinian and South African women, special efforts should be made to ensure that all women concerned fully participate in the peace process and in the construction of their societies. The reconstruction process should include as a priority special programmes of assistance to women. Such programmes should also be developed for the benefit of Namibian women.

23. The recognition that violence against women in the family and society is pervasive and cuts across lines of income, class and culture must be matched by urgent and effective steps to eliminate its incidence. Violence against women derives from their unequal status in society.

Recommendation XXII. Governments should take immediate measures to establish appropriate penalties for violence against women in the family, the work place and society. Governments and other relevant agencies should also undertake policies to prevent, control and reduce the impact of violence on women in the family, the work place and society. Governments and relevant agencies, women's organizations, non-governmental organizations and the private sector should develop appropriate correctional, educational and social services, including shelters, training programmes for law enforcement officers, the judiciary and health and social service personnel, as well as adequate deterrent and corrective measures. The number of women at all levels of law enforcement, legal assistance and the judicial system should be increased.

The United Nations system, Governments and non-governmental organizations should study the

relationship between the portrayal of violence against women in the media and violence against women in the family and society, including possible effects of new transnational transmission technologies.

II NATIONAL MACHINERY

24. The first few years of the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women have emphasized the importance of national machinery for the advancement of women in promoting the integration of women's needs and concerns into government policies and programmes, in mobilizing grass-roots support and in providing information at the national and international levels. National machinery, despite resource limitations, has been a significant factor in keeping the Strategies alive in individual countries. The effectiveness of national machinery has been found to depend on the political commitment of Governments, as reflected in appropriate resource levels, institutional location, competence in technical fields and ability to use information. Improving all of these factors is an important means of eliminating other obstacles.

Recommendation XXIII. National machinery should be established in every State by 1995, should be given an institutional location allowing it to have a direct effect on government policy and should be provided with sufficient resources of its own (a) to collect and disseminate information on the situation of women and on the potential consequences of government policies on women and (b) to contribute to their advancement. National machinery should continue to develop coherent policies for the advancement of women as part of national priorities and plans.

The United Nations system should support national machinery by providing advisory, training and information services relating to planning and management, training methods, evaluation and the acquisition and use of information; it should encourage mutual assistance and exchange of experience between units of national machinery.

Recommendation XXIV. The United Nations system should, within the existing regular budget, allocate sufficient resources to enable it to meet national requests and maintain co-ordinated international activities at a level that will make

possible the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women. Additionally, voluntary contributions to this end are to be encouraged.

III. PRIORITY THEMES FOR THE PERIOD 1993-1996

25. Based on this analysis, the Commission on the Status of Women should examine key priority themes in each of the areas of equality, development and peace.

A. **Equality**

1. Increased awareness by women of their rights, including legal literacy.

2. Equal pay for work of equal value, including methodologies for measurement of pay inequities and work in the informal sector.

3. Equality in economic decision-making.

4. Elimination of stereotyping of women in the mass media.

B. **Development**

1. Women in extreme poverty: integration of women's concerns in national development planning.

2. Women in urban areas: population, nutrition and health factors for women in development, including migration, drug consumption and AIDS.

3. Promotion of literacy, education and training, including technological skills.

4. Child and dependant care, including sharing of work and family responsibilities.

C. **Peace**

1. Women and the peace process.

2. Measures to eradicate violence against women in the family and society.

3. Women in international decision-making.

4. Education for peace.